

# Historic Preservation Master Plan



AN ELEMENT OF ARLINGTON COUNTY'S  
COMPREHENSIVE PLAN

ADOPTED DECEMBER 2006



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*Cover photos (clockwise from top left): The Glebe House; Sheffield Courts (formerly Lee Gardens South); and Fairlington.*



## Executive Summary

Historic preservation in Arlington includes the built environment—the structures of the past and their remains that evidence the history of the County—and is augmented by the stories themselves, recorded through archival records and oral histories. The history gives life and meaning to buildings and structural / archaeological remains that could otherwise not speak, and to the people associated with these structures that provide a tangible link to the past; the two work in tandem. The purpose of this document, the *Arlington Historic Preservation Master Plan (Master Plan)*, is to establish priorities, goals, and objectives for Arlington County's historic preservation activities. It is the first in a two-step process to establish a historic preservation element in the County's Comprehensive Plan:

- **Step 1: *Master Plan*.** This is a framework of policies to provide a proactive approach to historic preservation in Arlington. It is the product of collaborative work that began in 2002 and reflects the priorities of preservation advocates, the Historical Affairs and Landmark Review Board (HALRB), the County's Historic Preservation Program (HPP) and various County staff, residents, and others. This document identifies the County position in regard to historic preservation.
- **Step 2: Implementation Recommendations.** The implementation document identifies how the County will accomplish the vision, goals, and objectives set out in this *Master Plan*. Its direction is based on the *Master Plan*, and it contains programmatic recommendations for historic preservation. The creation of this piece required the completion of the *Master Plan* and the participation of County staff and others whose day-to-day work will be impacted by its implementation.

The *Master Plan* makes broad policy-level recommendations concerning history and historic preservation activities for the Historic Preservation Program and its partners in Arlington County. In order for these policies to translate clearly into day-to-day actions by County officials, staff, and others, the policies herein are expanded into suggested approaches in the implementation document. That document's development includes consultation with many County agencies/divisions and officials as well as active County history and preservation organizations.

## Planning Process

The planning process was intended to incorporate significant input from diverse perspectives and led to a base of community support for its recommendations. This document is a product and reflection of that process, which provided general consensus on and support for the policy-level recommendations included herein.

Arlington County's HALRB and HPP identified the need to create a historic preservation plan as their number one priority in the July 2000 booklet, *Historic Preservation in Arlington*. In December 2000, the County Board embraced this priority, and by fiscal year 2003, County funds had been furnished and a consultant team hired to produce the plan.

The planning process included the oversight of an Interdepartmental Task Force (an internal County leadership team) and a 24-member Advisory Committee, comprised of representatives of various preservation and development interests from within and outside the County, to serve as a sounding board for the consultant team. In addition to typical document review and research, the consultant team conducted interviews and focus groups with County officials, staff and representatives of heritage

organizations, and agencies such as economic development/tourism, neighborhoods, parks and recreation, and planning. This was supplemented by two public meetings well-attended by representatives from local neighborhood organizations, the Planning Commission, heritage organizations, Arlington House, and others.

## **Vision**

The County's vision statement (below) recognizes that much of Arlington's distinctive character derives from well-kept older neighborhoods, which are cherished by residents and newcomers alike, and from commercial corridors/nodes like Columbia Pike and Clarendon. It is truly a collection of urban villages, offering the convenience of urban living with the human scale of traditional development. Nevertheless, the historic buildings and sites that are key elements in this neighborhood character are at risk as a result of Arlington's close-in location to the capital city and high land values, and they will continue to be so in the decade ahead, for the County is blessed with an exceptionally strong real estate and development market. Well-served by Metrorail and adjacent to the nation's capital, Arlington is a highly desirable place to live, raise a family, and/or work. As a result, property values are among the highest in the nation, and demand is not likely to diminish significantly in the years ahead. Pressures to increase density will become even stronger.

**County Vision:** Arlington will be a diverse and inclusive world-class urban community with secure, attractive residential and commercial neighborhoods where people unite to form a caring, learning, participating, sustainable community in which each person is important.

The statement of intent for the *Master Plan* complements the County's vision and describes a future condition where the historic character of Arlington has been retained and enhanced as the County works to achieve growth and redevelopment:

**Statement of Intent:** To sustain itself as a successful urban village, Arlington will retain the distinctive character of its many historic neighborhoods and commercial centers and will share the history of Arlington through these resources. This will be accomplished through a combined approach that includes education, programs, incentives, and land use policies that are integrated and balanced with future growth.



The Ball Sellers House is the County's oldest building and includes a log portion within the building. Educational programming is provided on-site for school groups and others.

## **Goals**

The *Master Plan* is structured around three integrated goals that frame a set of policies for achieving this vision. The following three goals are not ranked by importance or priority but are listed in an order that is rational for implementation.

### **Goal 1: Enhance understanding of Arlington's history and historic character.**

In 2001, Arlington celebrated its bicentennial of when it was once a part of the original District of Columbia boundaries, but for many citizens, Arlington's long history has been largely unrecognized. The County's mostly early-twentieth-century form is becoming more widely appreciated, but with the older historic communities of neighboring Georgetown

and Old Town Alexandria, Arlington's own historic character has remained relatively undiscovered and its history hidden from public consciousness. The County's history has significance to the region and the nation and should be more accessible to its residents and visitors.

County historic preservation policies must reflect the preservation ethic of its residents; therefore, strong citizen support is essential to influencing the responses of County officials and staff facing preservation issues. The accomplishment of Goal 1 will result in better-informed citizens who see the rewards of historic preservation. This goal includes both interpretive / educational activities and efforts to heighten public awareness of preservation benefits, for this will lead to stronger support for stewardship of historic buildings. Goal 1 can be accomplished through a range of activities:

- Compile the County's historical record.
  - Focus efforts around the County's Statement of Significance and the creation of an interpretive framework.
  - Engage in focused historical research.
  - Collect and preserve the historical record found in artifacts, material culture, documents, and objects related to Arlington's history.
- Tell Arlington's story.
  - Create and support museum activities/programs and exhibits to preserve, display, analyze, and educate about Arlington's history. Support the creation of an Arlington Heritage Center and Black Heritage Museum of Arlington.
  - Create interpretive panels, historic markers, exhibits, and public installations about County history.
  - Publish popular guides to Arlington's history and neighborhoods.
  - Expand use of the County's website for educational purposes to include information on Arlington's historic places.
  - Provide history and historic preservation educational programs.
  - Publish style guides for Arlington's historic building types.
  - Incorporate history into planning documents and planning processes.
- Communicate the benefits of historic preservation.
  - Reframe the message of historic preservation, highlighting more than architecture.
  - Continue the annual Preservation Design Awards Program.
  - Continue promoting use of the historic rehabilitation tax credits.
  - Publicize the County's multi-year historic architectural survey by EHT Traceries, Inc.
  - Update the public on the state of historic preservation in Arlington.
  - Expand programming around history and preservation events.

## **Goal 2: Better integrate preservation values into County planning, land use, and other policies and practices.**

Historic preservation, much like environmental conservation, provides most benefit to residents when it is integrated into the day-to-day decisions of planning and land use staff. By weaving historic preservation into its planning activities, the County will ensure that preservation issues are identified and resolved early as a natural component of planning and land use. Most urban areas now embrace historic preservation as an element of their comprehensive plans, recognizing that historic character is

an asset to community identity. While not all of Arlington's historic resources can be saved, a system is needed to make rational choices regarding what will be saved and how. To achieve this integration and prioritization, the County will:

- Set clear priorities. Building on the multi-year historic architectural survey data, create a Historic Resource Inventory (HRI) of historic resources with a structured ranking system.
- Integrate the Historic Resource Inventory with land use policies, providing historic preservation incentives appropriate for each ranking category.
  - Connect the historic resources identified in the Historic Resource Inventory with tools and incentives for preservation through the General Land Use Plan, sector plans, other area plans, and the Zoning Ordinance.
  - Tie the Historic Resource Inventory to the County's information systems, including the Geographic Information System (GIS).
- Integrate historic preservation with other County policies.
  - Partner with other relevant County functions, such as public art, planning, parks and recreation, economic development, etc.
  - Cross-train line staff in various divisions.
  - Regularly brief policy makers, especially on the Planning Commission and the County Board.



The County's Historic Resource Inventory is meant to reflect which properties in Arlington are the most historically significant. This will require measuring a number of factors, including integrity, historical theme, and more. Buildings with special characteristics, such as an association with an important architect, will generally receive a higher ranking; for example, Wakefield Manor (above) was designed by Mirhan Mesrobian.

- Pursue heritage tourism – a ready market exists.
- Explore various implementation tools to achieve historic preservation, including the reworking of Section 31A (Historic Preservation Districts) of the Zoning Ordinance and the use of zoning and design review.
- Include archaeological artifacts/resources in considerations of historic preservation. For example, create archaeological sensitivity maps identifying Civil War sites and former historic trails, rails, and roads, among others.

### **Goal 3: Protect historic neighborhoods, corridors, commercial centers, and civic buildings.**

The current real estate trend toward increasingly expensive land and larger houses often results in new development that is incompatible with existing patterns and historic buildings. The original by-right zoning regulations did not anticipate this strong development pressure or type of development. Previous amendments to the Zoning Ordinance have resulted in improved compatibility of new development or rehabilitation within existing historic neighborhoods. Staff has worked for several years on Zoning Ordinance amendments to realize this goal, and further efforts to amend by-right zoning regulations could encourage rehabilitation and infill that is sensitive to historic character and neighborhood scale.

A key principle of Arlington's urban village concept is connectivity between commercial and residential areas. Historic preservation policies must also address the treatment of historic commercial corridors/centers, which have long been at the core of Arlington's historic neighborhoods. Because large-scale development pressure often comes to bear in these centers, preserving historic buildings presents a significant challenge; however, the existing review requirements in these areas also offer opportunities to protect historic commercial buildings and settings.

Additional recommendations that can be used to protect historic buildings and encourage preservation efforts by property owners include:

- Address development pressures.
  - Investigate the viability of providing incentives to achieve preservation in select areas of the County.
  - Designate additional local districts under Arlington's historic preservation ordinance, focusing on areas with high ranking in the Historic Resource Inventory and strong community interest in/support for designation.
- Explore alternative protection strategies.
  - Create visually oriented architectural style books and design books for common changes to the County's archetypal historic residential buildings.
  - Include preservation in area/sector/neighborhood plans.
  - Explore use of appropriate design review as a tool for achieving historic preservation.
- Implement public policies for County-owned historic resources.
- Protect and interpret significant archaeological resources.

Arlington is held in high regard by the Virginia Department of Historic Resources for undertaking the largest historic sites survey in the state. The County has the largest number of historic buildings surveyed and documented of any Virginia jurisdiction, and an ever-growing number of properties are listed in the National Register of Historic Places. Adoption of this preservation policy will continue Arlington's leadership in historic preservation. It also will enable County leaders to pursue the implementation document, which will identify specific action items and implementation steps for the goals laid forth in the *Master Plan*.

### ***Implications of Policy Framework***

The *Master Plan* focuses on policies for both historic preservation activities and the Historic Preservation Program in Arlington County. The policies included in this document will be expanded into action items in an implementation document, which will be developed in consultation with County agencies/divisions and officials whose work intersects with historic preservation. Among the issues that must be considered as the implementation document is developed are:

- **Resource Allocation:** HPP staff is at full capacity with existing responsibilities. Implementation of the policies included in the *Master Plan* will require increased resource allocation. Increased resources may include additional staffing for the Historic Preservation Program and/or new funding for historic preservation activities.
- **Partnerships:** It is unlikely that the County will provide full support for each policy contained in this document, for much of the work outlined in the *Master Plan*, particularly in Goals 1 and

2, requires the active participation of history and historic preservation organizations outside County government. Outside funding sources and service providers will be sought where appropriate to supplement the County's level of effort, and Arlington's heritage organizations will be expected to actively participate in achieving these goals.

- **Support:** Measures that require changes to land use plans, the Zoning Ordinance, or other County regulations will require strong backing from Arlington's elected and appointed officials (the County Board and Planning Commission in particular), staff from various divisions, and citizens.
- **Balance:** A balance will be sought between effectively protecting the best, most significant of Arlington's historic resources while allowing for the growth required by the region's increasing job and population base. The timely creation and integration of the Historic Resource Inventory (see section 2.A) will aid in this prioritization and balancing effort.

Completion of the implementation document will answer these and other key considerations. That work will be guided and informed by this *Master Plan*, which has obtained clear support from County staff, residents, and officials during its planning process.

## Arlington's Historic Significance

The following is a statement of significance for Arlington County. It was collaboratively developed by County staff, architectural historians, historic preservation experts, and others. A statement of significance is not meant to tell the entire history of a place; rather, it tells why a place is important, placing priority on certain periods of significance and certain resources.

### **Statement of County Significance**

Arlington County's close proximity to Washington, DC, has been the primary foundation of its development and growth since 1791, when the land was surveyed in conjunction with Pierre L'Enfant's original plan for the national capital. When it was returned to the Commonwealth of Virginia in 1846 by an act of Congress, it was part of "Alexandria County of the District of Columbia." The area was a center of commerce, trade, and domestic development, spurred on by the construction of canals, railroads, trading routes, and—later—improved roadways and bridges connecting the successful agricultural region with commercial centers, such as Alexandria and Georgetown.

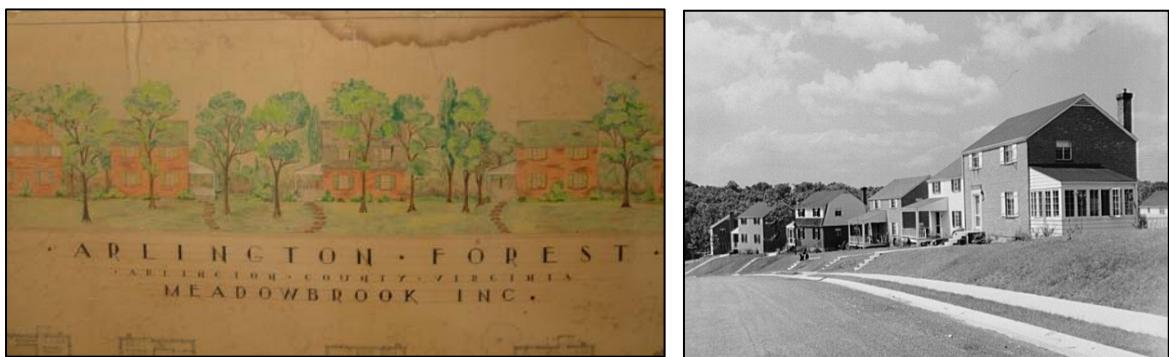
When the Civil War began in 1861, Arlington's location, elevated topography, and established routes into the federal city made it both ideal and necessary to construct protective forts here. To create clear views between forts, down major roadways, and to Washington, DC, the Union Army removed significant portions of the County's dense woodlands, and the ongoing presence of troops had incredible disruptive effects. When the war ended, Arlington returned to its predominantly agricultural pursuits.

During the late-nineteenth century, however, the largely rural Arlington area began to experience unprecedented growth stemming from the rapid expansion of Washington, DC. Transportation advances, such as electric streetcar lines, and improved communication attracted real estate developers to buy up tracts of land for suburban development; these stimulated a number of communities (including Glencarlyn, Clarendon, Ballston, Cherrydale, Barcroft, and Rosslyn).

During the early-1900s, increased dependability on area streetcars and trains allowed for an easier commute between the District of Columbia and Arlington; thus, the County began to be marketed as a commuter suburb. Developers and real estate agencies advertised that Arlington was convenient to Washington, DC, and provided a healthy, bucolic setting for family life. By 1920, the rural area had developed a strong identity of its own and Alexandria County was renamed "Arlington County."

Spurred on by World War I, the New Deal, and World War II, an increasing employment base in both the federal government and its supporting service industries and retail establishments translated into a growing number of residents attracted to the Washington, DC, area. With its prime location, transportation links, and buildable land, Arlington was perfectly situated for development. Thus, by 1942, Arlington was the fastest growing county in the Commonwealth of Virginia, becoming a laboratory for early suburban and middle-class housing programs and house types that have since become commonplace throughout the nation.

Arlington's evolution as a commuter suburb to an important employment center in its own right



Arlington has a wealth of historic suburban neighborhoods that attract residents from the DC metro region with their ideal location and authentic character. One such neighborhood is Arlington Forest. A sketch used by the architect to sell Arlington Forest homes is pictured above (left) with a photo of the neighborhood in 1942 (right). Like many of the County's neighborhoods, a majority of its homes remain and look much the same as they did in the period they were built.

continued through the twentieth century. Although no longer rural, Arlington County remains a continuous and contiguous community with the characteristics of a historic suburb and an economy that reflects a key federal presence and a steadily expanding roster of national associations and corporations. Today's Arlington is a thoroughly urban area, situated in the core of the Washington Metropolitan Area.

Within this context, Arlington's historical/cultural significance is apparent in three distinct values: Historic Suburb Development, Civil War, and Agriculture.

### **Historic Suburb Development (Late-19<sup>th</sup> to Early-20<sup>th</sup> Century)**

Arlington County is a classic example of early suburban development in the United States, beginning with railroad and streetcar developments during the late-nineteenth and early-twentieth centuries. WWII-era workforce changes in the capital area had an immense impact on the County's growth. In addition, federal housing initiatives, including New Deal housing and Federal Housing Administration (FHA) financing and planning guidelines, used the County as a pilot for prototypes that became commonplace as twentieth-century residential development spread out from older cities. Today, some of the finest, most intact, and largest examples of historic twentieth-century white collar worker housing in the nation are found in Arlington.

Railroad and streetcar/trolley suburbs, generally built between the 1890s and 1920s, were often products of speculative land development along transportation lines. Their buildings were of different types and styles but of uniform scale and with similar setbacks from the street. Houses included those built by developers, contractor/builders, and individual property owners, sometimes even "kit houses" (mail-order homes). Neighborhoods comprising excellent examples of this very early suburban development type are known today as Aurora Highlands, Maywood, Cherrydale, Lyon Park, Lyon Village, Ashton Heights, and Penrose.

With the Great Depression, Arlington experienced the advent of the New Deal as a wave of new federal government workers arrived, many of them mid-level and middle class. Their housing needs quickly outstripped the region's supply, and this influx only intensified in the late-1930s as the lead up to World War II brought an abundance of war-related jobs to the capital region. To provide housing for a rapidly expanding population, New Deal agencies like the Federal Housing Administration provided funding incentives for developers to build here. FHA, influenced by social scientists of the time, tied its funding to subdivision building guidelines that represented the cutting edge of urban planning theory at that time. Arlington, close to the jobs that created the demand for homes and with large areas of undeveloped land, experienced a flurry of building activity that tracked with its dramatic 47 percent increase in population between 1930 and 1940.<sup>1</sup> Of those Arlingtonians employed in 1940, more than 40 percent were local, state, or federal government workers.<sup>2</sup>



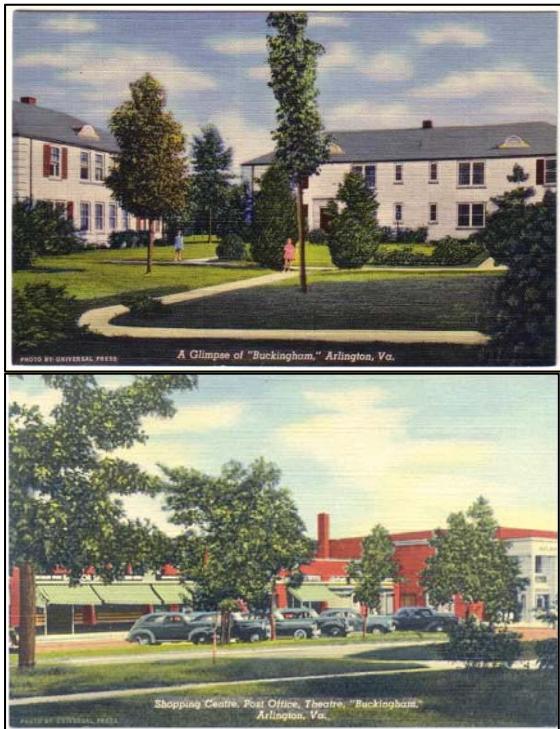
Because the federal government's nearby presence has created an intense demand for housing over time, Arlington has been the site of many special housing initiatives and experiments. For example, the Lustron house (above) was a short-lived effort to mass-produce post-WWII homes from porcelain-enamedled steel. Arlington at one time had eleven of these rare buildings, and less than half still remain in the County today.

The lead-up to and duration of World War II had a profound influence on population growth in Arlington, unlike many localities that boomed only after the war's end. Arlington's 1940 population of 57,040 residents skyrocketed to 120,000 in 1944, due primarily to America's entry into World War II. To house this influx of war workers, another federal housing initiative—the Defense Homes Corporation—built worker housing in the area; Arlington's best examples include the 3,439-unit garden apartment development of Fairlington and the single-family neighborhood of Columbia Forest. Arlington's role as a study area for federal housing programs has major national significance, as it began the government's long involvement in housing Americans, for nearly 45 percent of all new home construction nationwide was executed under FHA's financing plan by 1940.<sup>3</sup>

Within the County's large-scale Federal Public Housing Authority-financed projects, the garden apartment complexes are of particular note. Between 1934 and 1954, about 176 garden apartment projects were built in Arlington, and many still stand today, including such complexes as Fairlington and Sheffield Court.<sup>4</sup> Based on "garden city" principles, the garden apartments permitted working-class people to live in relative density but with amenities typically available only to the upper classes: park-like settings, low-rise buildings with generous site plans, strong, natural building materials (such

as slate and brick), and an emphasis on great ventilation and natural light. Some of these complexes were designed as planned communities that integrated compatibly designed commercial centers.

In addition to garden apartments, large-scale housing development during the 1930s and 1940s included neighborhoods of duplexes and single-family houses. Streets lined with similar two-story brick Colonial Revival buildings—often three or four basic, repeating models that represent excellent adaptations of the FHA house designs of the time—spread rapidly along Arlington's expanding network of streets. Notable examples in Arlington include Arlington Forest, Westover, and Columbia Forest. In other neighborhoods, such as Foxcroft and Glebewood Village, Tudor Revival duplex units with identical floor plans were repeated street-by-street. These housing forms could be built with speed, and like the garden apartments, they were designed to be permanent housing. Despite creation in a suburban context, these developing neighborhoods retained a strongly urban design, with houses sited close to the street on what were then relatively small lots. Arlington's wealth of modest yet popular twentieth-century styles, such as Colonial Revival, Tudor Revival, and Craftsman, make it an important repository of early suburban housing types. These buildings often survive mostly intact on their original lots.

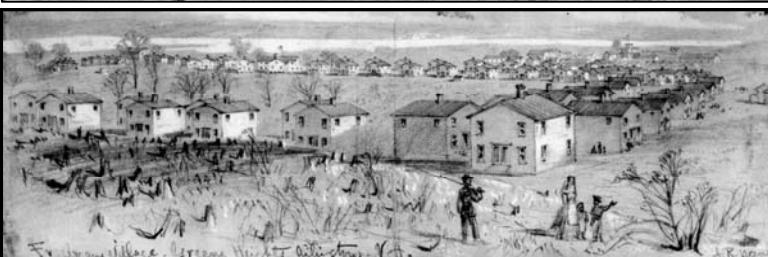
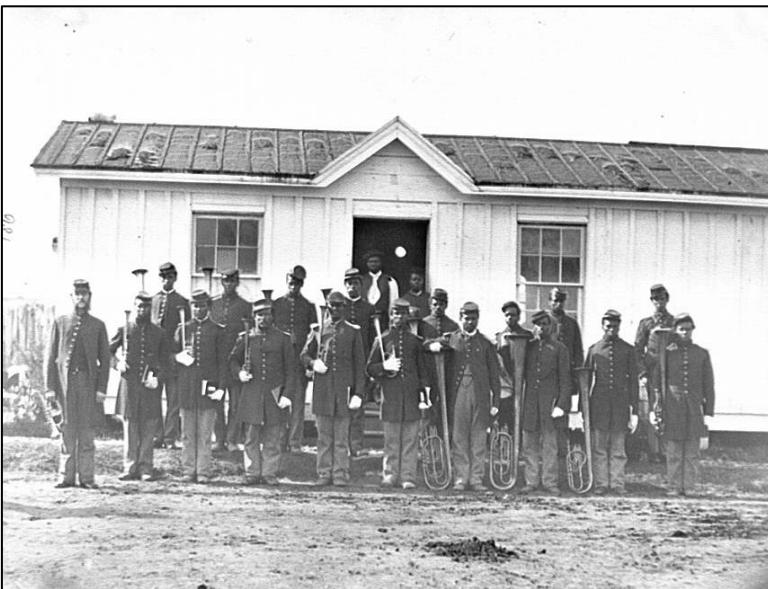


Garden apartment complexes like Buckingham—shown above in postcard advertisements for its residential and commercial offerings—adhered to “garden city” principles and typically followed FHA guidelines for building, providing high quality, permanent housing with ample green space for middle-income workers. Arlington has one of the nation’s best collections of garden apartments.

anything remains of most of the 22 original forts, but the site of four of these forts are in County ownership today, and two—Forts C.F. Smith and Ethan Allen—are considered a part of the County’s Department of Parks, Recreation, and Cultural Resources’ historic interpretive program.

The Civil War also spurred the development of areas settled by a growing African American population. Before the war’s end, freed slaves and African American veterans were moved into Freedman’s Village, established by the Federal government near present-day Columbia Pike in the southern portion of Arlington National Cemetery. When Freedman’s Village closed (1880s to early-1890s), its residents migrated into several areas: Nauck, Hall’s Hill, Queen City, Arlington View, and Green Valley. These neighborhoods remained predominantly African American beyond the mid-twentieth century, save for Queen City, which was demolished in the building of the Pentagon in 1942.

Other groups also settled in the County as a result of the Civil War. The war brought soldiers and workers from the North into the DC area, and when it ended, a proportion of these wartime transplants stayed and made permanent homes in Arlington, forming the beginnings of neighborhoods like Cherrydale and Maywood along major roads. At the same time, confederate sympathies in the area allowed for veterans from the South to return home to the County following the war's end.



Arlington has a rich Civil War history; it was home to 22 forts that were part of the Circle Forts Defense of Washington, DC. During the war, new African American residents, some of whom were soldiers like those pictured at the former Fort Corcoran (top) and some of whom were free, settled in the County at the federally established Freedman's Village (bottom) and beyond.

## Agriculture

During the colonial period, Arlington was comprised largely of farms that sent agricultural products to nearby port towns, including Georgetown and Alexandria, and to Washington, DC. Farming remained the County's primary economic activity almost to the turn of the 19<sup>th</sup> century, with a break during the Civil War's disorder. Up until the suburban housing boom of the early-twentieth century, Arlington was extremely rural and was home to the second homes of city dwellers, who viewed the area as a country retreat. In 1920, for example, there were still 56 farms in Arlington, amounting to 2,773 acres.<sup>7</sup> In many parts of the County, this character remained until the 1950s, when the last operating dairy farm (Reeves Farm) closed.

Of the large "gentlemen plantations" that developed in Arlington, only Arlington House remains. Arlington House, once the Custis-Lee's family home on Arlington Plantation, is still standing on its original site, surrounded by Arlington National Cemetery and commanding its original view of the capital city. Another important resource for understanding the lives of yeoman farmers is the Ball-Sellers House, the County's oldest remaining dwelling. Despite this long history, extant early agricultural buildings such as these are rare and valuable. Additional resources are scattered throughout Arlington's neighborhoods.

## Arlington's Historic Neighborhood Character

Arlington has remnants of earlier eras, including early farmhouses and Civil War forts, but the predominant remaining historic fabric dates to more recent, early- to mid-twentieth century suburban history. Places along the Metro corridor (Pentagon City, Crystal City, Rosslyn, and Ballston) are often the best known outside the County, leading many to consider Arlington a "young" jurisdiction; however, Arlington's many historic buildings evidence a much longer story. Arlington has its own rural and suburban history, identity, and historic character, different from urban mercantile centers like

Alexandria and Georgetown that developed nearby. As interest continues to grow in how communities were formed, as illustrated in part by recent National Register publications on early suburbs, this history will become more compelling and sought after.

This prevalent historic suburban fabric has created a County identified by its neighborhoods. Arlington's historic houses and duplexes reflect ideal features still attractive in today's market: cohesive architecture, high quality materials/construction, landscaping, pedestrian accessibility, and convenience to commercial and civic centers. Garden apartment neighborhoods offer a scale and green setting comparable to single-family housing. Mature trees and landscaping add an additional layer of appeal.

The vast majority of the County's historic building stock was built by developers in the early- to mid-twentieth century as reasonably priced housing for government and other DC-area workers. Developers sought to create affordable, quality housing for families. Function—not form—was the primary focus of their efforts. This created a County with consistent, modest residential buildings and communities rather than a collection of extraordinary or unique individual buildings. Arlington has building types and styles, but individual buildings are not responsible for the County's character. Rather, it is created by the combination of several consistent factors:



Although Arlington was once primarily a land of farms, few residences from that era remain. Reevesland was home to the County's last operating dairy farm. The property has been designated as a local historic district. Its 100 plus-year-old farmhouse is pictured above.

condominiums, especially the County's abundant garden-style developments, often have buildings spread over significant land area, with shared open space between buildings. In a given neighborhood, setbacks, outbuilding locations, vehicle parking, and other features are consistent, thereby creating a rhythm to the placement of buildings.

- **Repeated types.** Single-family homes and multi-family complexes of modest size with generous green spaces are the norm. Bungalows, foursquares, Cape Cods, duplexes, small cottages, and garden apartments are all found in abundance in the County.
- **Repeated styles.** Architectural styles are mostly simple with limited stylistic decoration. Houses exhibit little detail, and despite the clear influence of styles like Colonial Revival, Tudor Revival, and Arts and Crafts, one finds few high style buildings in Arlington.

- **Shared scale.** Single-family neighborhoods have a consistency of scale, created by mostly one- to two-story homes. Apartments and converted condominiums tend to be the early two- to four- story garden-style developments with relatively few units per building. Neighborhood commercial buildings were often developed in tandem with the residential units and therefore match the community's scale, often only one story.
- **Site layout.** By today's urban standards, Arlington's single-family neighborhoods have large original lots. Apartments and converted

- **Common materials.** Buildings were surfaced with affordable materials—often brick or wood shingles/siding—to ensure affordability of the finished buildings. The homes in many neighborhoods have retained this original material, resulting in a consistent texture and appearance to the County's housing.
- **Consistent streetscapes.** Attention to the layout of streets, sidewalks, and open space is evident in the connectivity between communities. Although there were multiple developers and subdivisions, shared arterials are common, in contrast to later twentieth-century developments where streets end in cul-de-sacs and few roads lead to arterial streets.
- **Mature landscaping.** Residential lots and streets are heavily lined with mature trees. Trees are also found surrounding many neighborhood-serving commercial centers. Apartment and converted condominium communities have heavy tree cover in shared courtyards and other public spaces. The County's Urban Forest Master Plan<sup>8</sup> calls attention to Arlington's trees as providers of a "sense of place and community."<sup>9</sup>



The County's many garden apartments are excellent illustrations of the consistent scale, modest design, quality construction, and mature trees and landscaping evident in most of its neighborhoods. The two complexes pictured above are among the most historically significant in Arlington: Fairlington (left) is the largest complex, and Colonial Village (right) is the nation's first FHA-supported garden apartment project.

The early-twentieth-century planned developments in Arlington created what has been termed the "urban village:" a collection of small neighborhood and commercial nodes linked by transportation corridors. Prior to World War II, the majority of residents walked or used streetcars, trains, and eventually buses to access shopping and entertainment, requiring developers to provide clusters of convenience shops in close proximity to residential living. Many of Arlington's traditional neighborhoods have these nodes of neighborhood-serving commercial uses with surrounding residential development, often developed at the same time by the same company. Along major transportation arterials, there are larger region-serving commercial uses mixed with dense residential properties, accessible by car or public transit. Ballston, Clarendon, and Rosslyn (the latter being largely office commercial) are examples of these regional mixed-use nodes.

Arlington is highly regarded by contemporary New Urbanist town planners and Smart Growth advocates. New Urbanists have emulated these patterns in the foundations for “traditional new developments,” seeking to create neighborhoods with more cohesion than isolated cul-de-sac suburbs provide. Examples of this include Colonial Village and Buckingham, some of the very best remaining examples of the first planned communities in the United States, cited today by New Urbanists as models for the “urban village.” New Urbanists also praise the County’s “smart growth” approach to development along the Metro corridors, including places like the mixed-use Market Common development in Clarendon. It is this mix of planned new growth and historic neighborhood character that makes Arlington one of the region’s most desirable places to live and work.

## **Goal 1: Enhance Understanding of Arlington’s History and Historic Character**

In order to have an effective countywide preservation policy, there must be deep public understanding of the value of the County’s historic fabric. Arlington has an abundance of fascinating history, much of it reflected in built form, yet many residents and visitors have little awareness of the important events and people of Arlington’s past.

Discovering this history and making it apparent—through publications and other media, activities, markers and interpretive panels, exhibits, and historic buildings and sites—is a key opportunity for the County’s preservation partners. Bringing the story to the forefront is an essential step to generating a broader constituency for preservation activities. Most urban counties or cities take active roles in assuring heritage stewardship through local history programming, archives, exhibits, school programs, and other ways of fostering conscious awareness of the relationship between the present and the lives and events that shaped its inherited place and institutions. Arlington’s efforts in this regard have not been as consistent and effective as those of comparable urban jurisdictions with a strong tax base, such as Alexandria (VA), Manassas (VA), and Frederick (MD). However, the County has acknowledged the importance of this goal through the creation of the Arlington Heritage Center Task Force.

As the demands of administering the design review for local historic districts have grown, attention to historic affairs by the HALRB and HPP staff has shifted to a lower priority. Thus, the history of Arlington remains largely unknown and unavailable to residents and others, save the County’s “inner circle” of scholars, history enthusiasts, and preservation advocates. Having ready access to community history is important in a region with a high degree of transience and turnover, and an understanding of the significant past in Arlington will influence the level of support for preservation. Understanding of historic preservation itself is also part of this goal, for the strong influence these activities have on quality of life is often not widely seen or understood publicly.

The strategies below could be carried out by a combination of organizations in partnership with the County’s Historic Preservation Program, including the Arlington Historical Society (AHS), Arlington Heritage Alliance (AHA), Black Heritage Museum of Arlington (BHMA), and the Arlington Heritage Center Task Force, among others. Through grants, task forces, and shared funding arrangements, the strengths of the County’s heritage and tourism organizations can augment the capabilities of the HPP (the County’s staff and administrative arm for historic preservation and historical affairs) and HALRB (the County’s appointed commission on historic preservation and historical affairs).

## **1.A *Compile the County's Historical Record***

### **1.A.1 Focus Efforts around the County's Statement of Significance and the Creation of an Interpretive Framework**

The County's Statement of Significance, which comprises the section entitled "Arlington's Historic Significance" in this document, provides some priority themes on which interpretive activities can be structured. Examples of these themes are: (1) suburban development (urban layout and pattern, commuting, population trends, and housing forms), which includes federal housing programs (financing, guidelines, and pilot housing); (2) the Civil War (forts, veteran/soldier housing, Freedman's Village and the establishment of Arlington's African-American neighborhoods, and Arlington National Cemetery); and (3) agriculture. Other themes that tie to the Statement of Significance but are not explicitly explored are also important to explore, such as transportation (Native American movements to streetcars/trolleys to automobiles to the Metro).

The County will use the Statement of Significance as a starting point to undertake an interpretive framework: a guideline for interpretive material development that includes key stories and priorities for further research or exhibit/interpretation creation. The County Department of Parks, Recreation and Cultural Resources (PRCR) / Cultural Affairs Division has experience in devising an interpretive framework and could provide guidance and assistance in this action.

### **1.A.2 Engage in Focused Historical Research**

The interpretive framework will serve as an intellectual organizer, focusing historical research on filling in the key stories of interest to residents and visitors. These key stories should include pieces of Arlington's history that have typically been underrepresented, such as the Native American presence in Arlington, the role of African-Americans in Arlington's development, and in more recent history, the role of various immigrant groups. Some of the research may include the gathering of oral histories, for example, in which PRCR / Cultural Affairs has experience and may be a strong partner organization. Ensuring that the County's history is readily available to residents and visitors is an essential step in creating historical content for a robust preservation program.

### **1.A.3 Collect and Preserve the County's Artifacts and Material Culture**

The stories of Arlington are contained in its written materials, oral histories, and material culture in addition to its historic structures. A countywide collection policy will support the collection and preservation of the historical record found in artifacts and objects of Arlington history. A collection policy, registration system, and care and storage facility are needed and may be developed by a partner organization in Arlington with the support of the County. A strong start to this work is contained in the Virginia Room at Arlington's Central Library, which provides repository and reference service for the County's most accessible significant collection of local history, photographs, and other records. A model for an acquisitions policy can be found in the Public Art Master Plan.

## **1.B *Tell Arlington's Story***

As sufficient research is completed and historical content becomes available, either through County-sponsored research or through the work of potential partners like AHS, BHMA, and AHA, there are many ways to make the history available to audiences. This work is likely to involve the partners listed above as well as others, such as PRCR / Conservation and Interpretation and the Virginia Room.

## **1.B.1 Create and Support Museum Activities, Programs, and Exhibits**

The County is supporting an effort currently underway to create an Arlington County Heritage Center, which will collect artifacts and historical/cultural materials, house exhibits, provide visitor information, and house the County's historical records (a good portion of which is currently stored in a records center in Richmond). A site near the Pentagon has been chosen for this purpose.

In addition to this effort, many citizens and visitors could be reached with the installation of changing exhibits on Arlington history at strategic places. For example, the Arlington National Cemetery Visitor Center, Arlington's largest hotels, the Ballston Mall, and the County's administration buildings and libraries offer potential high-traffic sites for exhibits on aspects of the County's history. These programs and educational installments need not be tied to a particular site or building and could instead focus more broadly on Arlington history.

One example of such a display is an exhibit including historical maps, photographs, and engravings that was developed by the Arlington Convention and Visitors Service for their Visitor Center in the Pentagon City area. This was created in partnership with the Arlington Historical Society, among others, and illustrates changes to Arlington and the region over time. Another example is the "I Have a Claim" exhibit organized by the Black Heritage Museum of Arlington, the National Park Service, and Arlington House and exhibited at the slave quarters at Arlington House.

## **1.B.2 Create Interpretive Panels, Historic Markers, and Public Installations about Arlington History**

**1.B.2.a Interpretive Panels.** The County's existing and active historic marker program will continue to expand, including engaging types of markers/interpretive panels as well as diverse subject matter. Potential partner organizations include Virginia Civil War Trails, neighborhood associations, the Convention and Visitors Service, and the WalkArlington initiative. Historic neighborhoods, historic transportation routes, and Metro stations would be good locations for these interpretive panels. Walkabouts, the WalkArlington initiative's mapped, informative walking tours, would provide ideal locations as well.

**1.B.2.b Historic House Markers.** To promote a sense of history and ownership of historic preservation, historic house markers might be provided at cost to residents who live in historically significant houses identified by the HPP through national or local historic designation, the annual Preservation Design Awards, or (eventually) the County's Historic Resource Inventory (see 2.A Set Clear Priorities: Create a County Historic Resource Inventory). These might be in the form of sidewalk markers imbedded into the public sidewalk, which are more publicly accessible. A strong example of an active house marker program can be found in Fredericksburg, VA.

**1.B.2.c Public Art.** The Public Art Program, in the Cultural Affairs Division of the Department of Parks, Recreation, and Cultural Resources, is very active, with community projects that include such diverse media as photography, sculpture, painting, historic artifacts, and design of infrastructure and streetscape elements. The staff of this program has indicated there may be appropriate partnering opportunities beyond those that already exist, and these are discussed in greater depth in the County's Public Art Master Plan, a supporting document to the Public Spaces Master Plan. The Historic Preservation Program could provide content and input while the Cultural Affairs Division provides expertise and creative oversight for select projects meant to showcase community history visually.

The Public Art Committee has final authority for the aesthetic review of all public art. Examples include:

- The adaptive reuse of architecture and architectural elements, such as the proposed preservation of a Lustron home and the successful salvage, restoration, and installation of Tiffany stained glass windows from a destroyed mausoleum to the renovated historic Maury School building.
- The presentation of temporary art projects, such as the one proposed for the Ball-Sellers House, that would interpret aspects of Arlington's history for contemporary audiences. Another example of this is the exhibit at the Central Library featuring Auriel Bessemer's New Deal-era murals from the Joseph L. Fisher Post Office.

### **1.B.3 Publish Popular Arlington History Guides**

A broad range of publications could be created for targeted audiences. For example, a well-designed popular guide to Arlington's history and historic neighborhoods with photos and maps linking buildings, urban form, and geographic features to the story has the potential to be successful with both residents and visitors to the DC area who stay in Arlington. The Historic Preservation Program's outreach materials will expand in comprehensiveness, with professional-quality publications aimed at various audiences beyond residents of local historic districts; the District of Columbia has several such high-quality publications that focus on the story and form of historic neighborhoods. Potential partners could include, among others, the County's Convention and Visitors Service.

### **1.B.4 Expand Use of the County's Website**

The County's Historic Preservation Program maintains web pages on the County's website; this will expand to include a section on County history and historic resources. Additional information from the County's historic architectural survey (preferably in searchable database and/or map form), design guidelines, tax credit information, walking tours, and heritage tourism-related information can be conveyed through the site. To enable the County's website users to more easily find the HPP, a link will be established from one of the main pages of the site. Other public organizations with relevant missions—such as BHMA—will be linked from the HPP website as well. The emphasis will be on easily found links to County history and historic preservation information. The County library's Virginia Room provides some enriched online Arlington history information now and will be a likely partner in creating additional content and providing links on the HPP's webpage.

### **1.B.5 Provide Historic Preservation Educational Programs**

**1.B.5.a Neighborhood History Workshops.** The tie Arlington residents feel to their neighborhoods is an opportunity for strengthening support for historic preservation through heritage activities and storytelling. The County will support the development of workshops on neighborhood history and historic resources, linking the story of a given neighborhood with its layout and historic resources and encouraging the neighborhood to install an interpretive panel or create a walking tour. This presents strong opportunities for collaborations between the County and local history organizations, one of which has already undertaken such activities: the AHA has run a successful workshop entitled "My Historic House" that covers researching building history, designing sympathetic additions, and applying for tax credits.

**1.B.5.b Links to Education.** Heritage-based education programs offer an opportunity to reach young Arlington residents and to involve their parents. For example, the County or a partner organization can sponsor summer workshops for teachers interested in using local history and historic places to achieve learning objectives in civics, geography, history, and communication skills. Programs can also focus on home schooled students, public summer school programs, extended day programs, boy or girl scout troops, and even adults, families, and seniors, to name a few. Any program or instruction to be conveyed in the classroom must meet the Commonwealth and the local school board's Standards of Learning.

**1.B.5.c On-site Instruction.** Expanded educational programming at the County's historic sites, such places as the Ball-Sellers House (Arlington's oldest house) and Fort C. F. Smith (a Civil War fort), is recommended to expand understanding and exploration of the County's many historic sites. More engaging interpretation and programming, offering partnership opportunities with PRCR, as well as promotion about offerings, perhaps through the County's Convention and Visitors Service, could benefit residents and visitors alike. The National Park Service's Teaching with Historic Places program could serve as a source of information and guidance.

## **1.B.6 Create and Publish Architectural Style Books**

Often building owners can be encouraged to do compatible design and rehabilitation if they are provided with the right information. A neighborhood need not be designated as a local historic district to have a publication on design. The HALRB, the Planning Commission, and a handful of neighborhoods/community groups have expressed interested in the creation of design publications, which would encourage the conservation of Arlington's traditional historic character. These publications offer partnership opportunities: neighborhood associations, the HPP, the HALRB, and the Neighborhood Conservation Advisory Committee, among others, may be interested in participating in their creation.

Guidelines could cover frequently encountered actions: additions, rehabilitations, window replacement, porch enclosures, and siding, for example. Workshops and educational programs – such as a first-time homebuyers' fair or a preservation marketplace, showcasing products and services that meet the Secretary of Interior's Standards for Rehabilitation – could heighten understanding and interest as well. The City of Austin, Texas, is one city that has published voluntary guidelines at the neighborhood level for industrial developments, historic landmarks, and commercial nodes; these are available in its East Martin Luther King Neighborhood Plan.<sup>10</sup>

## **1.C Communicate the Benefits of Preservation**

Since 2000, the HPP has become more active and effective in its outreach efforts. Program accomplishments include National Register of Historic Places nominations and tax credit projects, a higher profile for historic preservation among County departments, the continuation of the historic architectural survey, and spear heading the development of the historic preservation plan. Keeping the public informed of the positive benefits of this work should increase support for future initiatives.

The intent of the following strategies is to increase public interest in and support for historic preservation activities. Greater popular interest in historic preservation will lead to heightened support for historic designation as well as public policies and zoning practices that retain historic character.

### **1.C.1 Reframe the Message**

The architectural style of buildings is an important element of preservation, but architecture on its own enjoys a limited audience. Furthermore, Arlington's historic character is comprised of a combination of factors, only one of which is architectural. Thus, it is logical to expand the rationale for preservation activities to include historical (what happened here) contexts. The County will connect historic buildings to their stories, and residents will have ready access to those stories in order to understand the context for preservation.

Urban design contexts (why certain types of development took place in certain areas at certain times) are also important to increasing support for preservation. Arlington residents strongly identify with their neighborhoods, which are often described as urban villages, defined as an urban area with characteristics of walkability, mixed uses, diversity, public community services, open space, commercial centers, and transportation nodes.<sup>11</sup> Many facets of an urban village are based on properties inherent in Arlington's historic neighborhoods. Rather than state the case for preservation exclusively in terms of the architectural significance of individual buildings or styles, the County's communications will use these larger contexts.

### **1.C.2 Continue the Awards Program**

The annual Preservation Design Awards highlight restoration, adaptive reuse, new additions, and new construction that exhibit excellent design, craftsmanship, and sensitivity to surrounding historic buildings and neighborhoods. This juried awards program is a positive link between property owners, local architects, general contractors, developers, the County's historic preservation staff and appointed officials, and it receives positive interest from Arlington residents. As such, it will be continued, expanded where appropriate, and publicized each year to ensure that those who are successfully integrating preservation into their projects are recognized.

### **1.C.3 Publicize Rehabilitation Tax Credits**

With 54 listings in the National Register—of which 9 are neighborhoods and 6 are garden apartment complexes—many Arlington property owners are now eligible for federal and Virginia rehabilitation tax credits.<sup>12</sup> The tax credit program should be explained and promoted to property owners, especially those who are not affiliated with preservation organizations. An informational brochure and information on the County's website directing citizens to the Historic Preservation Program for guidance would ensure that those who need help navigating the required documents and standards for rehabilitation find the organizations and/or professionals who can assist them. As property values rise, this will become even more important, for project costs will have to increase in order to qualify for the credits.

### **1.C.4 Publicize the Historic Architectural Survey**

The Historic Preservation Program sends a letter to each neighborhood civic association before its neighborhood is surveyed as part of the ongoing countywide historic architectural survey. However, although those in the County's inner circle of historic preservation know about and appreciate the surveying work, many citizens and even other County departments have little knowledge of it. The County's website will provide an overview of the survey, regular updates about which neighborhoods have been completed, where the information is housed, and any major highlights, such as landmark buildings. An email newsletter about it could be sent through civic associations, historic preservation organizations, planning contacts, and other channels.

### **1.C.5 Actively Update the Public on the State of Historic Preservation**

To provide an easily accessible account of what the HPP and HALRB accomplishes each year and to highlight the value of the County's historic preservation activities, the County should publish an annual update document, such as a report or newsletter. It should be used strategically to publicize the benefits of preservation and should be distributed to various parties, including County government leaders/staff, neighborhood and civic associations, local preservation organizations, developers and architects, and other interested residents. In addition, regular updates to the HPP webpage and through the County's heritage organizations would offer citizens ongoing updates.

### **1.C.6 Take Advantage of Opportunities for Historic Preservation Programming**

National Historic Preservation Month, Black History Month, Women's History Month, Arlington History Days, and other heritage-related holidays offer an opportunity for the County to raise the profile of its own history throughout the year. Popular educational events and celebrations generate interest in County and regional residents as well as the press. Collaborative programming between the County's HPP and its heritage organizations (such as the Arlington Heritage Alliance, Arlington Historical Society, Black Heritage Museum of Arlington, and Arlington Heritage Center Task Force) will create excitement about the County's history and link into national interest in history and preservation topics. Similarly, educational programming could be tied into events like lectures, Neighborhood Day, and even the Arlington County Fair. Successful implementation of this action will require active partnerships with non-County organizations; Cultural Affairs in the Department of Parks, Recreation, and Cultural Resources provides a good model of these kinds of partnerships with various arts organizations in the County.

## **Goal 2: Better Integrate Preservation Values into County Planning, Land Use, and Other Policies and Practices**

Historic preservation is an integrated element of comprehensive planning, like the County's other resource-related functions, such as land use, parks, and especially planning. In many urban jurisdictions with large areas of aging building stock, historic preservation is seen as a tool to prevent disinvestment and encourage rehabilitation, but Arlington faces a very different challenge, that of guiding and managing growth to ensure that the historic character of neighborhoods is not negatively impacted by inappropriate development. A number of the County's land use policies reflect a strong commitment to the concept of the urban village, and better integration of preservation with planning is one way to achieve and protect Arlington's urban village character and its associated quality of life. This section includes recommendations for achieving this better integration.

### **2.A Set Clear Priorities: Create a County Historic Resource Inventory**

The County's historic architectural survey is an untapped asset that will become a valuable planning tool. In its current form, it is a database of several thousand unranked resources, requiring extensive formatting before it is readily available for planning purposes. With strong development pressures, it is unreasonable to expect that all surveyed resources can or should be saved, but it is difficult to ascertain which buildings should or must be saved without prioritization of the survey. What should guide the process of choosing which ones *must* be preserved? County officials who asked for a "List

of 100" important historic resources acknowledge that this is the core question that motivated their request. Instead of such a list, the County will develop a structured ranking system and convert surveyed resources into a **Historic Resource Inventory (HRI)** for Arlington County. The County will hire a consulting firm to rank the resources included in the historic architectural survey, essentially creating the HRI, with input and review from various County departments and stakeholders to ensure a thoughtful, rational process. Ranking categories for the HRI are listed below:

- **Essential** to the historic character of Arlington County. This category will be applied to the most significant and best preserved of the County's heritage resources, those that define Arlington's history. Resources in this category will relate closely to, and best illustrate, the themes of the County's history—especially those identified in the Statement of Significance. They will also retain substantial architectural and historic integrity and as much historic context as possible. The Essential category will only contain those resources truly essential to telling Arlington's history; it will contain a selective list of properties or multiple property groupings that the County and historic preservation advocates, among others, are willing to protect despite challenges and difficulties. Thus, listing in this category signals that a property should be explored for local designation if not already designated. Properties in this category are highly likely to be listed in or eligible for the National Register of Historic Places.
- **Important** to the historic character of Arlington County. The Important category will contain resources that are central to telling Arlington's story but that may have less integrity, be less concentrated, and/or be less distinctive than those in the Essential category. There will be more properties in this category than the Essential category. It is envisioned that the County and others will advocate and work for the protection of Important resources but will do so with more flexibility than for those in the Essential category. All currently existing local historic districts should be in the Essential or Important category. Properties in this category are likely to be listed in or eligible for the National Register of Historic Places.
- **Notable** to the historic character of Arlington County. This category will identify properties or multiple-property districts that have historic features related to the County's history but perhaps lack context, have lost some integrity, are scattered rather than concentrated, and/or are similar to other, better preserved resources in the County. The County and other preservation constituents will likely advocate for sympathetic or mitigated approaches to changes related to these properties, but a flexible response is appropriate. Some properties in this category may be in, or eligible for, the National Register of Historic Places.
- **Minor** to the historic character of Arlington County. This ranking will be applied to properties that are neither unique examples of their typology nor determined to be of high integrity. While over the 50-year threshold for National Register consideration, properties in this category would not be eligible for listing in the National Register of Historic Places and would be inappropriate for local historic designation. Historic preservation advocates and program staff will not impede development or other activities on these properties unless it affects neighboring historic buildings. The County will encourage salvaging of historic architectural elements from buildings in this category that are substantially altered or demolished.

The process of placing surveyed resources into the prioritized structure of the HRI requires developing clear criteria for the chosen categories and creating workable policies to be applied to them. Because the historical significance of many Arlington neighborhoods derives from a grouping of properties, such as a garden apartment complex built with FHA financing, rather than from an individual building,

criteria will provide ways to assess context and groupings. For instance, a significant concentration of Important and Notable structures and a consistent overall setting and location character in an area (setting integrity, tree cover/landscape treatment, etc.) may warrant placing the area as a whole in a higher category. In addition, the HRI cannot be static, as the significance of buildings will change over time; essential or important buildings that receive inappropriate additions or are demolished should be moved into a less significant category or removed from the HRI. Buildings may be moved up into a category of significance as new perspectives or research emerge.

## **2.B Integrate Historic Resource Inventory into Land Use Policies**

The information contained in the historic architectural survey's files, summaries, and database provides a permanent written and photographic record of the County's architectural heritage; facilitates informed decision making on issues regarding preservation planning and land development; and permits evaluation of properties for nomination to the national, state, and local registers. The HRI will be an effective tool for Arlington's planning when it is implemented: user-friendly and providing easy information retrieval through linkage with other systems, such as GIS.

Once implemented, the Historic Resource Inventory can be used as a tool to provide information needed to incorporate historic preservation into County functions/processes, including the following:

- Comprehensive planning.
- Planning studies.
- Neighborhood conservation plans.
- Zoning permits and site plan review.
- Public awareness and education.
- Real estate marketing.

### **2.B.1 Use Historic Resource Inventory to Guide Stewardship Policies**

The ranked significance system of the HRI will be accompanied by implementation strategies that address how impacts on listed buildings will be approached. Interventions for buildings in the HRI will be tiered based on the four category rankings, and the process for determining interventions for each category and to whom the interventions would apply will require input and review by many County officials. Preliminary discussions with County officials, developers, preservationists, County staff, and the HALRB indicate strong support for creating this type of tiered system. Some examples of potential policies being explored for this system include County acquisition, historic district designation, incentives for preservation, and more. Recommendations for various preservation-related actions that might be linked to or guided by the Inventory can be found under Goal 3 in this document.

### **2.B.2 Integrate the Historic Resource Inventory with the County's Information Systems**

The County's Geographic Information System (GIS) is a dynamic electronic database that displays information spatially, providing a tool for information and analysis. The paper files/data of the historic architectural survey will be converted to a GIS-compatible format to become useful for purposes beyond HPP staff research. At that time, data on historic resources can be easily integrated with other data and maps. When the HRI's ranked system is adopted, these categories can also be displayed,

informing preservationists, planners, and County citizens where historic resources in Arlington are located.

This information can then be displayed and juxtaposed with potential pressures against preservation, allowing proactive approaches by County leadership. Patterns and concentrations of ranked resources can guide public policy approaches, leading to the creation of plans and policies that will establish the case for locally designated multiple property historic districts or revisions to the Zoning Ordinance. Examples of plans that have included historic preservation information in the past include sector and site plans, which are approved, and Neighborhood Conservation plans, which are accepted. Examples of maps that would be useful for developing or implementing preservation policies could include:

- Clusters of building types or styles.
- Clusters of historic resources, showing ranking.
- Historic resources designated as local historic districts.
- Historic resources eligible for or listed in the National Register of Historic Places.
- New residential developments and historic resources.
- Parks/publicly owned land and historic resources.
- Demolition permits and historic resources.
- Historic resources by date (prior to 1920, 1950s, etc.).
- Historic rights of way (roads, trains, streetcars, etc.) and historic resources.

## **2.C     *Integrate Historic Preservation with Other County Policies***

Preservation is one of a number of public policies where balances between competing interests must be achieved. To include preservation in the policy discussions outside the HPP, the HALRB currently appoints liaisons to the Site Plan Review Committee. In addition, the County's Public Art Master Plan and the Public Spaces Master Plan reference historic preservation as part of the work the divisions of PRCR undertake. The Public Art Master Plan gives preference to art projects that link to a theme and identifies Historic Arlington as one such theme. Likewise, the Public Spaces Master Plan lists "Enhance Arts, Culture, and History" as an objective.

The HPP will be more effective in dealing proactively with preservation issues that intersect with other County policies when historic preservation is expanded beyond appointed bodies to include better integration of historic preservation with other County goals.

### **2.C.1   Work Collaboratively with County Agencies**

Preservation can take place in the course of fulfilling other County commitments. Affordable housing and historic preservation can be complementary goals. For example, affordable housing programs and rehabilitation tax credits were used together to preserve Colonial Village and Buckingham garden apartments. Some garden apartment complexes are now at risk for redevelopment since they constitute large land assemblages in a very strong housing development market. Future partnerships between affordable housing proponents and preservation programs will be sought to secure the most important examples of the garden apartment complexes. Other affordable housing partnership opportunities may arise as the HRI is completed and is usable for balancing competing needs.

Partnerships between HPP and open space or public art programs could also be constructive for furthering preservation efforts; public art, for example, can be complementary to historic districts when its placement and scale are compatible with the districts' historic resources. Public art can also provide a form of interpretation when the topic is Historic Arlington. Transportation played a key role in the historical development of the County, and today provides a natural link to the Transportation Commission for purposes of interpreting the role of historic roads, train lines, streetcars, and even Metro in determining how and where neighborhoods grew. The HPP will seek productive partnerships between relevant agencies for the purposes of historic preservation.

### **2.C.2 Cross-Train Line Staff**

Staff in historic preservation, parks and recreation, planning, and throughout the County will receive cross training to become familiar with each other's functions. HPP staff will develop a concise training program for those whose jobs intersect with historic preservation; this could be delivered on-demand to staff in various agencies or even through the existing Historic Arlington Roundtable, which are monthly informal lunchtime sessions that allow those interested in the historic places, history, traditions, and heritage of Arlington an opportunity to meet, share information, and learn from invited speakers and guests. The focus should be on helping staff to: (1) identify arising preservation issues, and (2) know when and where to go for guidance. Training should include how other County departments can utilize the HRI and historic architectural survey data. This training should lay the groundwork for ongoing coordination between existing staff as well as training for new staff members in related departments.

### **2.C.3 Regularly Brief Policy Makers**

The HALRB and HPP will conduct a regular (at least annual) briefing for the Planning Commission, the Parks and Recreation Commission, Commission for the Arts, and the County Board on mid- and long-range preservation trends and issues. A regular flow of information will allow these decision-makers to formulate and support long-range policies and avoid a case-by-case approach.

## **2.D Pursue Cultural and Heritage Tourism**

Washington, DC, hosted 17.7 million domestic visitors in 2004.<sup>13</sup> Twenty-three percent of Arlington's occupied hotel rooms host leisure visitors, a total of about 366,441 leisure visitor parties.<sup>14</sup> In addition, portions of travelers who stay overnight in Virginia, DC, or Maryland are visiting "the big four"



Arlington is blessed with ample hotel space, a location near the nation's capital, and a strong selection of sites and stories to attract heritage travelers. The County is well positioned to capitalize on heritage tourism by focusing on pulling visitors from "the big four" (Arlington House, Arlington National Cemetery, the Marine Corps War Memorial, and the West Wall of the Pentagon). Potential attractions include residential areas that represent the historic suburb story, Civil War forts like C.F. Smith (above left), and sites that evidence the County's rich African American heritage like the Harry Gray House (above right).

(Arlington's marquee historic sites): Arlington House, Arlington National Cemetery, the Marine Corps War Memorial, and the West Wall of the Pentagon. The County can foster greater understanding of and pride in its heritage as well as garner economic gain by attracting those already visiting and/or staying in Arlington to lengthen their stays by luring them into the County for additional tourism activities.

The County will expand tourist visitation by highlighting local history and local heritage resources. For example, with two extant Civil War forts within its borders and two more—Fort Ward and Fort Marcy—nearby, Arlington has an untapped resource. Better interpretation and stewardship with increased marketing could attract Virginia Civil War Trails travelers, who spend about \$71 per day and are likely to be interested in the region's Civil War forts.<sup>15</sup> Arlington enjoys a rich African American history evidenced by sites with tourism potential, such as the Harry Gray House. In addition, many nationally known political and government leaders—presidents among them—have lived in Arlington. A mapped tour of "Famous Residents and Where They Lived" could have popular appeal.

The County will invest in the development of heritage tourism "products," in the form of interpretive and guide information for visitors and residents, bringing to life Arlington's significant preserved assets. The County has one such product already in "A Guide to the Historic Sites of a Long and Proud Heritage," a brochure focused on Arlington's African American heritage. The County's WalkArlington initiative has also published a number of guided walks, including an architectural tour of Lyon Park and a George Washington-themed tour. Another model for this type of initiative can be found at [www.culturaltourismdc.org](http://www.culturaltourismdc.org), the website of Cultural Tourism DC (formerly DC Heritage). The DC initiative started by exploring a single question: how could visitors be enticed to venture beyond the Mall? The organization has been successful in bringing visitors into the capital's historic neighborhoods using self-guided or guided tours, publications, the website, and informative panels installed near heritage attractions.

## **2.E      *Investigate Development-Related Ordinances as Preservation Tools***



As Arlington continues to implement "smart growth" policies by focusing development on the major transportation corridors, a balance will be sought between the increased density of new development and the character of historic neighborhoods.

The Zoning Ordinance is a tool for implementing the County's land use plans. In establishing local land use regulations, one of the critical tests of the reasonableness of these regulations is their compliance with the purpose and intent established in the County's adopted policy documents (plans). Any strategies for the use of zoning or review for preservation will require careful strategizing and collaboration between the County's involved functions: planning, site plan/development review, and others. Arlington County leadership has reviewed some sections of the Zoning Ordinance already for the purpose of reducing incentives to replace or expand existing properties in a way that does not fit with the inherent character of neighborhoods. For example, setbacks and lot coverage have been revised. Actions such as this address historic preservation concerns, among others, further examination of the Zoning Ordinance and

determination of new zoning approaches may provide additional incentives for preservation.

### **2.E.1 Revise Section 31A: Historic Preservation Districts of the Zoning Ordinance**

Section 31A of the Zoning Ordinance provides for the designation of local historic districts (an important tool for preserving neighborhood character and scale) and outlines the role of the HALRB. Increasing interest in historic district designation and in alternative, flexible types of designation imply a need to revisit this portion of the Zoning Ordinance and to investigate the expansion of state-enabled authority. With the adoption of the Columbia Pike Special Revitalization District Form Based Code and the adoption of the Clarendon Sector Plan, both of which call for HALRB review of projects affecting priority historic properties, the HALRB's role has grown beyond local historic district Certificate of Appropriateness review and historical affairs programming. Thus, the County will conduct a revision of Section 31A, beginning with an exploration of what changes would best adjust the ordinance to today's preservation opportunities while remaining within the bounds of state enabling legislation.

### **2.F Identify Significant Archaeological Sites**

Archaeological sites are generally defined as the physical/material remains of any area that supported human activity, 50 years old and older, and for which a boundary can be established. Archaeological sites typically have no standing structures and are not visible from the surface, yet they serve as tangible links to the prehistory and history of Arlington. The primary objectives regarding archaeological resources are identification, recordation, assessment, conservation, and education. The County will formulate an archaeology program and policies for County construction and historic sites. A closer relationship between the HPP and PRCR will facilitate the creation and implementation of such an approach.

There should first be an assessment of which properties are most likely rich in archaeology; sites of Native American encampment and movement along the Potomac River, Civil War fortifications, and Freedmen's Village would have high probability of significant archaeological resources. A comprehensive listing and mapping of all known archaeological studies that have been done in Arlington to date would be an essential first step. These site locations and assessments will be made available to various County departments and integrated into stewardship plans. Additionally, education and conservation strategies for significant resources should be addressed programmatically for each County-owned property. Site identification and evaluation should be conducted on all County-owned property where there is a probability of significant archaeological resources. In addition, development of private property could be the impetus for identification, documentation, and assessment of archaeological resources if the County required the submission of an archaeological report for land development projects subject to rezoning or site plan review.

### **2.G Seek Diversified, Sustainable Funding for Historic Preservation Programming and Partnerships**

The recommendations in this document suggest an increased effort and additional support for the HPP and its activities. Funds could be generated through fee structures for Certificates of Appropriateness and demolition permits, impact fees, completion of state and Federal tax credit forms, sales of salvaged architectural items, and voluntary contributions, to name a few, and could be administered through a historic preservation fund or trust account.

## **Goal 3: Protect Historic Neighborhoods, Corridors, Commercial Centers, and Civic Buildings**

Issues of preservation must be framed within the context of regional demographics and development trends. The metropolitan Washington region has a shortage of more than 43,200 housing units, and future job growth is expected to continue to exceed the pace of housing development. A staggering 218,100-unit shortage is predicted by the year 2025.<sup>16</sup> This gap between jobs and housing units, mixed with a slow stock market, a strong real estate market, and low interest rates, has created enormous pressure for residential development in the DC area. In Arlington, where the average home price rose 20.8% from July 2004 to July 2005 (\$480,000 to \$580,000), the pressure is even more acute due to the County's location close to Washington, D.C., high quality of life, and strong public schools.<sup>17</sup> Arlington is at the neck of a commuter funnel, the closest location for those who wish to live in Virginia and work in the District. With pressures like these, listing in the National Register of Historic Places will not be sufficient to retain historic character in many cases, and the County's adoption of rational, proactive policies to identify, designate, and preserve historic resources will be necessary. As referenced in section 2.A of this document, many of these policies and actions will be informed or guided by the Historic Resource Inventory.

### **3.A Address Development Pressures**

In the 1970s, the County adopted the C-O District zoning classification to encourage high-density, mixed-use residential/commercial development in the vicinity of Metrorail stations. This focused most of the anticipated new growth in areas served by public transit: Rosslyn, Clarendon, Courthouse, Ballston, and the rest of the County's Metro corridor. This decision was prompted in part by a commitment to preserve most of the County's low-density single-family neighborhoods while providing a sufficient tax base along the Metro corridor to maintain quality service levels.

This policy has successfully focused high-intensity commercial and residential development in areas that are served by public transit, which is in keeping with the principles of "smart growth" and current planning theories on urban growth management. To some extent, it protects single-family residential neighborhoods and modestly scaled commercial development off the Metro corridor from the development demands of accommodating this density. However, development pressures caused by recent real estate trends have resulted in impacts on historic resources from incongruent nearby developments. Such development has sometimes created a hard edge between the new high-density, high-rise developments and abutting, low-density residential neighborhoods despite efforts to build transitions between the two areas into sector plans. In these cases, the lack of appropriate transitions from new buildings to adjacent, older neighborhoods can overwhelm the scale of historic buildings.

Areas in Arlington without Metrorail access may face different development pressures. For example, properties along automobile corridors where large parcels are owned by single landowners, such as garden apartment complexes, are vulnerable to redevelopment at higher densities. This vulnerability has been addressed along Columbia Pike with the application of the Columbia Pike Special Revitalization District Form Based Code, but other automobile through-ways, such as Lee Highway, have no comparable protections; in addition, participation under the Columbia Pike code is voluntary and therefore not a guaranteed protection.

Arlington's population is expected to grow by more than 50,000 people between 2000 and 2025, an increase of more than 29,000 households.<sup>18</sup> For preservation of historic character, it is important to consider where new housing will be accommodated. Scarcity of vacant land means that new residential development tends to happen in one of three ways:

- 1. Subdivision of large residential lots.** Large lot properties of one or two acres are rapidly disappearing in Arlington. They are divided into smaller parcels to allow a number of housing units, often townhouses or multiple, larger single-family homes with increased lot coverage. Although most subdivision involves an individual lot, the cumulative effect of redevelopment of several lots results in significant changes in density, scale, and character of Arlington's neighborhoods. In larger subdivisions, the new houses often harmonize with one another in style and scale but fail to match the character of the older neighborhood. Additionally, older one- to five-building garden apartment complexes, which have a significant proportion of open space, are being increasingly viewed as opportunities for denser development through subdivision, which often results in a loss not only of historic buildings but also of open space.
- 2. Higher density vertical development in mixed-use corridors.** Existing low-rise residential and commercial buildings in the County's high-density commercial corridors (C-O Districts) are being redeveloped as high density, mixed-use office, retail, and residential developments in keeping with Arlington's "smart growth" approach to development. The Residences at the Market Commons in Clarendon and Ballston's tower apartment and condominium buildings are examples of the types of new development that cluster residential density along those corridors. At the same time, in areas where the C-O Districts abut older residential areas, the scale of the new development can impact low-rise, small commercial and residential developments—sometimes blocking sunlight, changing movement to/from and through the area, or changing the visual scale of the area. Thus, buffer zones are important to making the transition between high-density and lower-density areas.



Properties like these modest bungalows in the Courtlands neighborhood are often smaller than the Zoning Ordinance allows and face pressure for demolition and redevelopment as Arlington residents seek larger homes. The Historic Resource Inventory provides the County a way to identify the most significant historic neighborhoods and thereby determine which residential areas might warrant greater protection.

pressures in the County, typical financial incentive programs for preservation have limited effectiveness. With land values very often outstripping the value of buildings, such incentives lose their power. However, local tax abatement, low-cost loans, and other financial programs may have

- 3. Redevelopment/expansion of individual residential properties.** Many who own an older Arlington house are seeking to add modern amenities and plan to achieve this through renovation. In some cases, changes and additions are appropriate to the existing building(s) and neighborhood. In other cases, the original building is replaced entirely (termed a "teardown") with a much larger house, or the new addition significantly larger than the original house. Like the subdivision of a large lot, such alterations may seem relatively isolated and therefore insignificant, but as more and more property owners opt to radically change the scale of their house, the character of Arlington's historic neighborhoods will change.

### **3.A.1 Provide Feasible Incentives**

Among the standard battery of preservation tools is a range of incentives, such as write-downs of mortgage interest, rehabilitation subsidies, purchase of façade easements, and revolving funds. However, because of the intense development

applicability in some situations, and density bonuses have potential when dealing with developers. The implementation document that will follow this policy will include the incentives determined to be feasible.

### **3.A.2 Pursue Multiple-Resource Local Historic Districts**

While properties listed in the National Register of Historic Places are eligible for income tax credits for rehabilitation, the financial incentive of a tax benefit may not offset the potential gains from subdivision, development, or other less compatible actions in Arlington, where land values are among the highest in the nation. More certain protections are available through the historic district ordinance and review processes of the HALRB. However, negative public perceptions of local designation have led to reluctance to pursue local district designation unless community and property owner support exists. There is even reluctance to pursue local or national designation for County-owned historic properties. Locally designated resources in Arlington are more often single properties than multiple-property sites. For residents, the benefits of local historic designation—increased property values and protection from inappropriate development, for example—come when a larger, multiple-property district is designated. Greater attention to building public understanding of Arlington's heritage is intended to lead to additional multiple-property local historic districts where there are concentrations of significant historic buildings.

As public understanding of Arlington's history and awareness of the County's built form increases, support for local historic district designation will grow. This has been the case already, with some neighborhoods beginning to inquire about the options for and realities of being a local district. The County will promote the local designation of significant multiple-resource historic districts, particularly those that achieve "Essential" rankings in the HRI, and watch for areas where public support for local designation is rising. The best protection for the County's most essential resources is local historic designation.

## **3.B Explore Alternative Protection Strategies**

In the Commonwealth of Virginia, the principal tools for regulating the development of land are the Zoning Ordinance, subdivision regulations, and the building code. Zoning Ordinance regulations include, but are not limited to, the buildings or structures that may be constructed on lots, the placement and height of buildings, the uses and density of development, the number of parking spaces, and the size and placement of signs. Virginia law does not recognize aesthetics alone as a proper purpose for a zoning ordinance. Encouraging sensitive development requires a combination of guidance, encouragement, incentives, and regulation. Section 15.2-2306 of the Code of Virginia enables local jurisdictions to adopt ordinances regulating historic landmarks, buildings, and structures and to establish and regulate entrance corridors that are significant routes of tourist access to the locality or designated historic areas. Other tools used for historic preservation in Arlington have included form-based codes, as in Columbia Pike, and the site plan process for allocating development rights, as in Colonial Village and Clarendon. Coordinated urban design review is needed for historic preservation as well as for other County concerns (aesthetics, open space, transportation, etc.), suggesting many potential partners for work that involves improved design review processes.

### **3.B.1 Create Visually Oriented Architectural Style Books and Design Books**

Clear guidance is a key factor for encouraging protection of historic areas—even those that are designated locally, for if residents do not understand how to preserve, they cannot comply. Design guidelines published for future historic districts should include highly graphic presentations to make

them as user-friendly as possible. As guidelines are created for new districts or revised for old districts, elements that should be considered include basic plans for commonly requested additions or alterations that could be easily adapted to the County's archetypal historic residential buildings.

### **3.B.2 Include Preservation in Area, Sector, and Neighborhood Plans**

While significant buildings, sites, and corridors should be protected through local historic designation under the provisions of Section 31A of the Zoning Ordinance, the conservation of neighborhoods, small commercial areas, corridors, and areas of cultural interest can be achieved through development of detailed area plans. For example, neighborhood, area, and sector plans are detailed documents developed with input from neighborhood residents and businesses. Neighborhood Conservation plans are accepted as the input of the neighborhoods and should build and reflect neighborhood-level support for historic preservation activities, as the recent Penrose Neighborhood Conservation Plan does. Area and sector plans, which are formally adopted by the County Board, provide historic preservation policy guidance.

Forty-two Arlington neighborhoods have developed Neighborhood Conservation Plans.<sup>19</sup> Of these, at least 18 specifically reference historic preservation issues, including preserving and identifying historic sites, achieving local historic designation and/or National Register status, installing historic markers, collecting historical materials, and promoting history and educational programs.

Interestingly, the majority of the Neighborhood Conservation Plans make reference to the importance of preserving the character of their neighborhoods. Examples of preservation-oriented goals found in many of the plans include:

- “Preserving and enhancing” quality of life and desirability of neighborhood.
- “Preserving single-family residential character” and “scale.”
- Promoting the “urban village” concept of Arlington.
- “Maintaining” or “preserving” neighborhood character.
- Monitoring infill and pipe stem development to insure it is compatible with neighborhood in regard to architectural style, scale and size, building materials, and building type.
- Keeping green/open spaces, including parks, recreational areas, and mature trees (along streets and in yards).

Neighborhood Conservation Plans should include a history of the area, description of the character and urban design attributes that are important to the community, and recommendations for educational/awareness-raising activities and zoning or land use regulations/amendments that would create a unique zoning district that more accurately represents the current and desired development patterns of the area. This would require the Historic Preservation Program to continue and potentially expand the provision of support and guidance, including historical information and resource maps, to neighborhood planners during the planning process.

### **3.B.3 Explore the Use of Zoning, Review, and Other Tools to Achieve Preservation Goals**

Changes to the Zoning Ordinance and special review provisions (such as those available through the Columbia Pike Special Revitalization District Form Based Code) can be linked to historic preservation goals. Zoning Ordinance amendments implemented by staff in the recent past have improved the

compatibility of new development and rehabilitation in existing historic neighborhoods. Further amendments to by-right zoning regulations have the potential to encourage rehabilitation and infill sensitive to historic neighborhood character and scale, much as a recent change to lot coverage restrictions reduced incentives to demolish or create massive additions to existing homes. In addition, adding a requirement to salvage historic materials as well as to photograph/document historic properties before a demolition permit is issued would provide important information to future historic preservation and history constituents.

### **3.C    *Implement Public Policies for County-Owned Properties***

The County will preserve its own historic properties and allocate funds for their repair and maintenance, including those under the Department of Parks, Recreation and Cultural Resources. The County's historic properties include two Civil War forts, the Maury School/Arlington Arts Center, the Hume School/Museum, the Dawson-Bailey House, and many others. Under the recommended tiered HRI, all County-owned property that is designated in "Essential" or "Important" categories will have stated official policies: for example, treatment as though it is a designated local district, HALRB review of and advisory function on all significant changes, and the creation of guidelines. Additional policies will be implemented for Notable and Minor categories and may include salvage when demolition must be undertaken.

In addition, the County School Board owns several historic buildings, including Swanson Middle School and H-B Woodlawn/Stratford School. These are not under County control but negotiations with the School Board have resulted in preservation of key properties. HALRB should continue to work with the School Board on preservation strategies for all structures in the Important or Essential categories.

### **3.D    *Protect and Interpret Significant Archaeological Resources***

Different approaches to the County's archaeological resources will be warranted in different situations. For example, careful excavation is an appropriate mitigation measure when a potentially significant site is threatened. Rescue archaeology can also be a suitable measure immediately prior to site development that would destroy potentially significant archaeological resources. Recording and interpreting the story of a site may be the most viable option for cases where development has obscured the site.

The County will pursue local historic designation for significant archaeological sites on County-owned land and will encourage and support designation of significant archaeological resources located on privately owned land. Working with private organizations, local museums, and appropriate County agencies—such as the Library's Virginia Room and the Department of Parks, Recreation, and Cultural Resources (Cultural Affairs, Park Design and Development, and Parks and Natural Resources Divisions)—the County will support efforts to interpret and exhibit artifacts from significant sites.

The County also will initiate an archaeological literature search on all known archaeology studies done in the County. Besides an annotated bibliographic reference, this will include a map of the County indicating where such studies have been done and where artifacts, if any were found, are now deposited. Such a literature search will serve as a basis for understanding where future research needs to be as well as providing an important link to what research has already been undertaken.

## Glossary

**Building code:** set of laws specifying how buildings should be constructed to ensure minimum acceptable level of safety for a new building.

**Density:** area of floor space per area of land; number of dwelling units per unit of area.

**Form-based code:** regulations on land development with clear controls on building form and broad parameters on building use; often focuses on parameters for height, siting, and building elements; an alternative to conventional zoning, which focuses on use.

**Heritage tourism:** tourism activities undertaken to learn about or experience the past, often in authentic, historic settings.

**Historic architectural survey:** an ongoing effort to survey all potentially historic buildings (identified by date built) in Arlington County, conducted by the private firm EHT Traceries, Inc.

**Historic rehabilitation tax credits:** tax credits available for the rehabilitation of historic buildings; national tax credits offer 20% on rehabilitation of designated historic property for commercial use; the Commonwealth of Virginia offers 25% on rehabilitation of any designated historic property, including those in residential use.

**Interpretive framework:** a guideline for interpretive material development that includes key themes for storytelling and priorities for further research or exhibit/interpretation creation.

**Local historic district:** established by the Arlington County Board as outlined in Section 31A of the Arlington Zoning Ordinance and administered by the Historical Affairs and Landmark Review Board. Local Historic Districts can be either a single site or a collection of buildings. All exterior changes, new construction, and demolition within the local historic district must receive a Certificate of Appropriateness from the HALRB before being allowed to proceed with the proposed work.

**National Register of Historic Places:** established by the 1966 Historic Preservation Act and administered by the National Park Service; extends federal recognition to nationally and regionally/locally significant historic properties; designation carries eligibility for federal tax credits on commercial rehabilitation projects and in some cases, eligibility for state or local tax credits (as in Virginia); listing also provides limited protection in cases of federally funded, licensed, or permitted projects.

**Statement of significance:** describes primary historic significance/context of a place, organized by theme, place, and time, and linking historic properties to important historic trends.

**Subdivision:** division of a parcel of land into two (2) or more lots/divisions for the purpose of transferring ownership or building development.

**"Teardown:"** the removal of an existing property, normally residential and most often in areas of high land value, for the purpose of developing a new building/s in its place.

**Transfer of development rights:** program or regulatory procedure allowing owners of important lands to sell or transfer its development potential to an owner of land for which higher density development is desired.

**Urban village:** an urban area with characteristics of walkability, mixed uses, diversity, public community services, open space, commercial centers, and transportation nodes; a collection of small neighborhood and commercial nodes linked by transportation corridors.

**Zoning Ordinance:** a document adopted by a locality that regulates and controls the use and character of property.

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3 Ibid.

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15 "Virginia Visitor Study to Civil War Trails;" Virginia Tourism Corporation, 1997.

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17 Center for Regional Analysis, George Mason University, April 2005. Available at: <http://www.cra-gmu.org/forecasts.htm>

18 Arlington County, Preliminary Round 7 Cooperative Forecasts.

<sup>19</sup> Arlington Historic Preservation Program, August 2005.

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## **Appendix 1: List of Local Historic Districts and Sites in the National Register of Historic Places**



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***Local Historic Districts (as of January 2009)***

<u>Name</u>	<u>Location</u>	<u>Date of origin</u>
Alcova	3435 8 <sup>th</sup> Street South	1860
Arlington Post Office	3118 Washington Boulevard	1937
	3110 Washington Boulevard	
	1050 North Highland Street	
Ball-Carlin Cemetery	300 South Kensington Street	1785
Ball Family Burial Grounds	3427 Washington Boulevard	1814
Ball-Sellers House	5620 3 <sup>rd</sup> Street South	1760
Barcroft Community House	800 South Buchanan Street	1907
Brandymore Castle	North Roosevelt Street & Four Mile Run	
Buckingham Village Historic District	Roughly bounded by 5 <sup>th</sup> Street North, North Oxford Street, 2 <sup>nd</sup> Street North, and North Glebe Road & Village 3 Addition	1937-1953
Carlin Community Hall	5711 4 <sup>th</sup> Street South	1892
Cherrydale Volunteer Fire House	3900 Lee Highway	1919
Clarendon Citizens Hall	3221 Wilson Boulevard	1921
Clarendon School	3550 Wilson Boulevard	1910
Colonial Village	Roughly bounded by Wilson Boulevard, Lee Highway, North Veitch Street, and Queens Lane	1934
George Crossman House	2501 North Underwood Street	1892
Dan Kain Building	3100 Washington Boulevard	1946
Dawson Terrace	2133 North Taft Street	1856
Eastman-Fenwick House	6733 Lee Highway	1876
Fort C.F. Smith	2411 24 <sup>th</sup> Street North	1863
Fort Ethan Allen	3829 North Stafford Street	1861
Fort Ethan Allen Trench	4311 North Old Glebe Road	1861
Glebe House	4527 17 <sup>th</sup> Street North	1854-1857
Glenmore	3550 North Roberts Lane	1910
Harry W. Gray House	1005 South Quinn Street	1881
Hume School	1805 South Arlington Ridge Road	1891
Lomax AME Zion Church	2704 24 <sup>th</sup> Road South	1922
Maywood Neighborhood Historic District	Roughly bounded by 23 <sup>rd</sup> Road North, Interstate 66, 21 <sup>st</sup> Avenue North, & North Nelson Street	1909
Reevesland	400 North Manchester Street	ca. 1900
Swanson Middle School	5800 Washington Boulevard	1939
Travers' Family Graveyard	1309 South Monroe Street	1830
Walker Chapel and Cemetery	4102 North Glebe Road	1871

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*Sites in the National Register of Historic Places (as of January 2009)*

<u>Name</u>	<u>Listing date</u>
Al's Motor Building	07/05/03
Arlington Forest Historic District	12/02/05
Arlington Heights Historic District	02/21/08
Arlington House	10/15/66
Arlington Post Office	02/07/86
Arlington Village Historic District	04/11/03
Ashton Heights Historic District	06/23/03
Aurora Highlands Historic District	10/22/08
Ball-Sellers House	07/17/75
Barcroft Community House	07/28/95
Boundary Markers of the Original District of Columbia:	
Benjamin Banneker SW 9 Intermediate Boundary Stone	05/11/76
Northwest No. 1 Boundary Marker	02/01/91
Northwest No. 2 Boundary Marker	02/01/91
Northwest No. 3 Boundary Marker	02/01/91
Southwest No. 4 Boundary Marker	02/01/91
Southwest No. 5 Boundary Marker	02/01/91
Southwest No. 6 Boundary Marker	02/01/91
Southwest No. 7 Boundary Marker	02/01/91
Southwest No. 8 Boundary Marker	02/01/91
West Cornerstone	02/01/91
Buckingham Village Historic District	01/21/99
Buckingham Village Historic District (Boundary Increase)	02/11/04
Calvert Manor	12/15/97
Carlin Community Hall	08/12/93
Cherrydale Historic District	05/22/03
Cherrydale Volunteer Fire House	07/28/95
Clarendon Historic District	08/31/06
Clarendon School (Matthew F. Maury School)	12/09/99
Colonial Village	12/09/80
Columbia Forest Historic District	02/11/04
Commons of Arlington (Walter Reed Gardens) Historic District	05/22/03
George Crossman House	05/22/03
Charles Richard Drew House	05/11/76
Fairlington Historic District	03/29/99
Fort Ethan Allen Historic District	02/11/04
Fort C. F. Smith Historic District	02/01/00
Fort Myer Historic District	11/28/72
George Washington Memorial Parkway	06/02/95
Glebe Center	02/11/04
Glebe House	02/23/72
Glebewood Village Historic District	02/11/04
Glencarlyn Historic District	09/18/08
Harry W. Gray House	02/11/04
Hume School	06/18/79
Key Bridge	03/01/96
Lee Gardens North Historic District	02/26/04

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Lomax African Methodist Episcopal (AME) Zion Church	02/11/04
Lyon Park Historic District	11/12/03
Lyon Village Historic District	05/10/02
Maywood Historic District	05/22/03
Monroe Courts Historic District	02/21/08
Mount Vernon Memorial Highway	05/18/81
Multiple Resource Listing of Garden Apartments and Apartment Complexes Built in Arlington County, 1934-1954	05/22/03
Penrose Historic District	11/15/04
Pentagon Office Building Complex	07/27/89
Quarters 1, Fort Myer	11/28/72
John Saegmuller House	05/22/03
Stratford Junior High School	02/26/04
Virginia Heights Historic District	02/21/08
Washington National Airport Terminal and South Hangar Line	09/12/97
Waverly Hills Historic District	02/26/04
Westover Historic District	05/02/06



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## **Appendix 2: Arlington Historic Preservation Master Plan Implementation Framework**

**Approved by the County Board, December 9, 2006**



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## Introduction

The *Implementation Framework* is the final component of the historic preservation plan for Arlington. It is a companion document to the *Arlington Historic Preservation Master Plan (Master Plan)*, which describes the County's broad policies for historic preservation. The *Implementation Framework* completes the *Master Plan* by describing how the County will accomplish the efforts implied in its strategies, setting out an approach to implementation focused on the actions of County staff and elected and appointed officials.

The *Master Plan's* Statement of Intent builds from the County's vision, which emphasizes attractive residential and commercial neighborhoods and sustainable communities and articulates the County's intent for historic preservation in Arlington. The statement of intent is below:

To sustain itself as a successful urban village, Arlington will retain the distinctive character of its many historic neighborhoods and commercial centers and will share the history of Arlington through these resources. This will be accomplished through a combined approach that includes education, programs, incentives, and land use policies that are integrated and balanced with future growth.

The *Master Plan's* priority recommendations include 1) a Historic Resource Inventory (HRI) that ranks the historic significance of properties in the County's comprehensive historic resource survey and 2) an increase in districts designated under the local ordinance, both local historic districts and neighborhood character conservation districts. The HRI provides an opportunity to identify and strategically protect the best of the County's historic structures. Designation offers the strongest protection for these resources.

Attaining the *Master Plan's* three goals requires that a range of coordinated actions take place—some by the County's Historic Preservation Program (HPP) and others through partnerships with other agencies and nonprofit organizations. The *Implementation Framework* envisions a structure that will enable the County to better coordinate actions in support of accomplishing the three goals. It is organized by goal and describes options and recommended approaches for County government—staff and elected and appointed officials. Responsibilities to be assumed by private and nonprofit partners are not identified.

The *Implementation Framework* benefited from significant input by County staff in many departments as well as members of the Historical Affairs and Landmarks Review Board (HALRB) and other commissions. It provides a practical guide to what the County can accomplish and how. The recommendations herein will require the addition of resources—whether human or capital—to realize the *Master Plan's* goals, but where less costly options are available, they are noted. Cost ranges are indicated in the implementation matrix at the end of this document.

This document is best understood when read with the *Master Plan* document. Alphanumeric organizers refer to the organizing structure of the *Master Plan* and correspond to specific strategies. Thus, an implementation recommendation next to note [1.A.1] in this document can be linked to text in item 1.A.1 in the *Master Plan*.

## Goal 1: Enhance Understanding of Arlington's History and Historic Character

Although public entities are often the repositories and stewards of historical records and archival materials, typically, research and storytelling around local history is undertaken by private, nonprofit groups like historical societies, history or genealogy clubs, museums, and other heritage groups. Robust nonprofit partners are a valuable complement to local governments. Thus, the recommendations below that pertain to actions more suited to local nonprofit organizations include supportive roles for the County.

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## **1.A Compile the County's Historical Record**

### **1.A.1 Focus Efforts around the County's Statement of Significance and the Creation of an Interpretive Framework**

Using the Statement of Significance as a starting point, undertake creation of an interpretive framework: a guide for the County and partnering organizations to use in developing engaging interpretive programs and publications around Arlington's stories. It would also establish priorities for further research or public programming.

*Recommendation:* Hire a consultant to facilitate development of the interpretive framework. This will likely include compiling existing research and convening Arlington's historians and museum professionals. The consultant should have a professional background in interpretation. The Department of Parks, Recreation and Cultural Resources (PRCR) has interpretive experience and could provide guidance and assistance to develop the interpretive framework internally through collaboration with the HPP.

### **1.A.2 Engage in Focused Historical Research**

The interpretive framework will serve as an intellectual organizer, identifying where focused historical research could fill gaps and enrich key stories of interest to residents and visitors. These key stories should include pieces of Arlington's history that typically have been underrepresented, such as the Native American presence in Arlington, the role of African-Americans in Arlington's development, and in more recent history, the role of various immigrant groups. The research can be undertaken with the assistance of various entities—the County's HPP or PRCR, local history and heritage groups, student interns, and partnership opportunities.

*Recommendation:* Support research by providing funding and/or staff time; different approaches will be warranted by different research needs. Provide moderate financial support for Arlington's heritage-related nonprofit groups to conduct research and compile compelling, well-documented stories around key themes, as identified in the Interpretive Framework. County staff—new, temporary, or intern—in the HPP or PRCR can supplement this effort by conducting research and compiling stories around key themes, sometimes working with consultants on a topic-by-topic or case-by-case basis.

### **1.A.3 Collect and Preserve the County's Artifacts and Material Culture**

As a major urban county, Arlington needs a countywide collection policy, registration system, and proper storage facilities for archives and historical materials. Such a facility could be developed by a capable partner organization with the support of the County. A model for an acquisitions policy can be found in the Public Art Master Plan.

*Recommendation:* Participate in the pursuit of a countywide archival, artifact storage, and interpretive/exhibit space, currently referred to by advocates as the Arlington Heritage Center. This will include organizing/guiding a planning process to determine vision and goals, costs, possible funding sources, etc. for various organizations with capacity and interest in such activities. It would also include providing grants or other funding to various organizations with capacity and interest in such activities. Creating such a facility would require professional feasibility, planning, and design studies and significant capital costs. The use of professional facilities planners, designers, and other museum professionals is highly recommended to ensure that the facilities and exhibits are high quality.

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## **1.B Tell Arlington's Story**

### **1.B.1 Create and Support Museum Activities, Programs, and Exhibits**

The County is exploring creation of an Arlington County Heritage Center, which will house artifacts and historical/cultural materials, including the County's historical records, as well as offer public programs and exhibits. For recommended approach, see 1.A.3 above.

In addition to this effort, installation at strategic places of temporary exhibits on Arlington history could be enjoyed by many citizens and visitors.

*Recommendation:* Create engaging exhibits on Arlington's history at highly visible sites; these activities will include involving and supporting Arlington's heritage organizations where appropriate. HPP and PRCR are likely to be partners in this effort.

### **1.B.2 Create Interpretive Panels, Historic Markers, and Public Installations about Arlington History**

1.B.2.a Neighborhood gateways, historic transportation routes, and Metro stations would be good locations for interpretive panels and other installations. WalkArlington's Walkabouts initiative—mapped, informative walking tours—would provide ideal locations as well.

*Recommendation:* Create partnerships with other organizations, such as the Virginia Civil War Trails and WalkArlington, to create more engaging and unique interpretive/display panels, engaging the public in selection of sites and themes. Provide partial funding for the design and installation of panels.

*Recommendation:* Hire an interpretive or historic preservation consultant to create more engaging and unique interpretive/display panels around Arlington's important and undertold stories; these might include historic photographs, maps, and text. Fund design and installation of panels.

1.B.2.b Develop historic house marker program in which plaques would be installed either on the façade or on the sidewalk near prominent landmarks or former residences of notable persons.

*Recommendation:* Design and purchase plaques, offering them at cost to owners of qualifying resources.

1.B.2.c Encourage creation of public art works that also have interpretive value or that highlight threatened resources, such as Lustron or Sears houses.

*Recommendation:* Commission works emphasizing the County's heritage and hold temporary exhibitions in threatened buildings. HPP and PRCR are likely partners in this effort.

### **1.B.3 Publish Popular Guides to Arlington History**

A broad range of publications could be created for targeted audiences. For example, a well-designed, popular guide to Arlington's history and historic neighborhoods with photos and maps linking buildings, urban form, and geographic features to the story would be popular with residents and DC visitors staying in Arlington's hotels.

*Recommendation:* Develop heritage tourism publications. HPP staff would be the likely lead organization, working with the HALRB and the County's historians and heritage organizations on content creation. The County's Convention and Visitors Service is equipped to provide technical support on document design,

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printing, and the distribution of the finished product. In some cases, the County will benefit from hiring a consultant to develop publications and to redesign existing outreach material.

*Recommendation:* Make existing and new brochures available on the County's web site as downloadable Adobe documents.

#### **1.B.4 Expand Use of the County's Website**

The County's HPP web pages will expand to include a section on County history and historic resources, information on the County's historic architectural survey/Historic Resource Inventory (preferably in searchable database and/or map form), design guidelines, tax credit information, walking tours, and heritage tourism information.

*Recommendation:* Expand and update the web site using in-house information technology and web design capabilities. Make the links to the HPP's web pages easier to locate in the overall website.

#### **1.B.5 Provide Historic Preservation Educational Programs**

1.B.5.a The tie Arlington residents feel to their neighborhoods is an opportunity for strengthening support for historic preservation through heritage activities and educational programming. Heritage-based education programs offer an opportunity to reach young residents—and their parents.

1.B.5.b Develop a heritage-related curriculum for Arlington schools, which will meet the standards of the Commonwealth and the local school board.

*Recommendation:* Hire a consultant to develop a curriculum for Arlington schools that is adaptable for home schooled students, public summer school programs, and other nontraditional educational groups. Arlington schools would be involved in this action.

1.B.5.c Increase visibility of Arlington's heritage sites and events.

*Recommendation:* Develop educational programming with the Department of Parks, Recreation, and Cultural Resources that links the themes of the Statement of Significance with County-owned historic sites, such as Fort C. F. Smith.

#### **1.B.6 Create and Publish Architectural Style Books**

The HALRB, the Planning Commission, and a handful of neighborhoods/community groups have expressed interest in the creation of design publications, which would encourage the conservation of Arlington's traditional historic character. Guidelines would include basic architectural plans for frequently encountered changes—additions, rehabilitations, window replacements, porch enclosures, and siding, for example—in Arlington's primary building types and styles.

*Recommendation:* Hire a consultant to work closely with HPP, the HALRB, Planning, the Neighborhood Conservation Advisory Committee, and others to create style guides. Provide these documents at workshops and educational programs – such as first-time homebuyers' fairs – and online.

### **1.C Communicate the Benefits of Preservation**

#### **1.C.1 Reframe the Message**

Arlington's historic character is comprised of a combination of factors, only one of which is architectural, and the rationale for preservation activities has been expanding to include historical contexts (connecting historic buildings to their stories) and urban design contexts (why certain types of development took place in certain areas at certain times). These expansions have benefited the HPP by generating wider attention and support and should continue to

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be part of the rhetoric for preservation. In addition, the demonstration of the benefits of historic preservation—such as economic impacts—will extend preservation’s growing support even further. The HPP and HALRB are the logical leads for these activities.

*Recommendation:* Create an outreach strategy to focus media and public attention on prevailing preservation issues, such as teardowns and monster additions, and on historic preservation solutions and models.

*Recommendation:* Describe the work of the HPP and HALRB in terms of reinforcing neighborhoods and protecting the pleasant scale created by Arlington’s historical role as a laboratory for middle class housing.

*Recommendation:* Hire an economic consultant to determine the economic impact of historic preservation in the County and to write a report for public distribution.

### **1.C.2 Celebrate Excellence through the Awards Program**

The annual Preservation Design Awards is a juried awards program that highlights restoration, adaptive reuse, new additions, and new construction that exhibit excellent design, craftsmanship, and sensitivity to surrounding historic buildings and neighborhoods.

*Recommendation:* Actively promote the Awards Program through public relations and better use of the County web site, expanding the program where appropriate.

### **1.C.3 Publicize Rehabilitation Tax Credits**

With 55 listings in the National Register of Historic Places—of which 11 are neighborhoods and 7 are garden apartment complexes—many Arlington property owners are now eligible for federal and Virginia rehabilitation tax credits. An informational brochure and information on the County’s website directing citizens to the HPP for guidance would ensure that those who need help navigating the required documents and standards for rehabilitation find the organizations and/or professionals who can assist them.

*Recommendation:* Better use of the website to promote rehabilitation tax credits, informing the public about eligibility and navigating the process.

*Recommendation:* Provide a limited pool of funds to provide modest matching grants or loans to owners of eligible historic properties to retain knowledgeable experts (consultants or local heritage organizations) to guide them through the rehabilitation tax credit process. This could take the form of a loan to be repaid from the applicant’s tax refund, with the proceeds of repayment going into a revolving fund.

### **1.C.4 Publicize the Historic Architectural Survey**

Currently, the HPP sends a letter to each neighborhood civic association before its neighborhood is surveyed. However, many citizens and even other County departments have little knowledge of the Survey.

*Recommendation:* Make the Survey database now stored with HPP available to County departments and to the public on the County’s website. This requires digitizing the existing paper survey files. The website will provide an overview of the survey, regular updates about which neighborhoods have been completed, where the information is housed, and any major highlights, such as landmark buildings.

### **1.C.5 Provide Regular Public Updates on the State of Historic Preservation**

HPP will provide an easily accessible account of what the HPP and HALRB accomplishes each year and will update the public on the value of historic preservation activities year round.

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*Recommendation:* Publish and distribute an annual update document in a downloadable format on the County's website and provide regular updates to the webpage and through the County's heritage groups' members.

### **1.C.6 Take Advantage of Opportunities for Historic Preservation Programming**

National Historic Preservation Month, Black History Month, Women's History Month, Arlington History Days, and other heritage-related holidays offer an opportunity for the County to raise the profile of its own history throughout the year. Popular educational events and celebrations like Neighborhood Day and even the Arlington County Fair generate interest in the County's history by local and regional residents as well as the press.

*Recommendation:* Provide grants, coordination, and guidance to local heritage organizations to create programs and events highlighting Arlington's history and historic resources during heritage and community events.

## **Goal 2: Better Integrate Preservation Values into County Planning, Land Use, and Other Policies and Practices**

Historic preservation is one of many considerations that affect land use, planning, and other County initiatives in affordable housing, arts, and parks and recreation. Optimally, historic preservation would be fully integrated with the County's mainstream planning and economic development functions.

### **2.A Set Clear Priorities: Create a County Historic Resource Inventory**

The Historic Resource Inventory (HRI) is a proposed ranking system to objectively categorize the level of historic significance for the County's surveyed historic resources. It will result in a comprehensive ranked inventory of historic resources.

*Recommendation:* Consistency and credibility is required for fair application of the criteria, so the process must be highly professional and objective. Retain an architectural historian / historic preservation consultant to apply the criteria to all surveyed resources. Collaboration with County staff will be required to provide clear, consistent public information on the ranking effort and to develop an appeals process.

*Recommendation:* Notify property owners of their property's ranking.

*Recommendation:* Develop a system for periodically reviewing and potentially changing the resource rankings due to shifts in historical perspectives, new research, or significant changes to properties. Ranking reviews can be scheduled regularly or on an as-needed/case-by-case basis.

### **2.B Integrate Historic Resource Inventory into Land Use Policies**

The HRI, when complete, will match each ranking category with appropriately scaled interventions to achieve historic preservation objectives.

*Recommendation:* Amend/add addenda all master plans and area/sector plans to add Essential, Important, and Notable historic resources. This can be accomplished in one County Board approval as a comprehensive sector/area/master plan update.

*Recommendation:* Add the HRI ranking information to the real estate assessment database.

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*Recommendation:* Develop and approve interventions for each category. This will require collaboration between departments and may include hiring a consultant to facilitate the process. County Board approval will be required for the interventions to become policy.

### **2.B.1 Use Historic Resource Inventory to Guide Stewardship Policies**

The HRI interventions will require integration with the Comprehensive Plan, General Land Use Plan, sector plans, other area plans, and the Zoning Ordinance. Clear information regarding what the various categories mean will be required for County staff to implement the HRI. For other recommended actions, see Goal 3 in this document.

*Recommendation:* Conduct HPP-run briefings and training sessions for all County Board members, commission members, department heads, and staff to introduce the process and meaning of the HRI rankings.

### **2.B.2 Integrate the Historic Resource Inventory with the County's Information Systems**

The paper files/data of the historic architectural survey will be converted to a GIS-compatible format to become more widely available and useful for planning staff. The data on historic resources will be integrated with other data and maps. When the HRI's ranked system is adopted, these categories will also be displayed in GIS.

*Recommendation:* As properties are ranked for inclusion in the HRI, format the records in a manner compatible with the County's information systems, paying attention to address format, file type, etc.

*Recommendation:* Make the HRI accessible to County staff, developers, and the public through a user-friendly interface on the County's web site that integrates the HRI, the County's GIS, and the real estate database. See also Goal 1.B.4.

## **2.C Integrate Historic Preservation with County Policies**

Historic preservation is an ethos as well as a set of activities. Preservation can take place in the course of fulfilling other County commitments.

### **2.C.1 Work Collaboratively with County Agencies**

*Recommendation:* Seek appropriate opportunities for partnership between HPP and other departments, agencies and proponents for affordable housing, open space, public art, transportation, and other relevant agencies for the purposes of historic preservation.

### **2.C.2 Cross-Train Line Staff**

Staff in historic preservation, parks and recreation, planning, and throughout the County will receive cross training to become familiar with each other's functions.

*Recommendation:* Develop a brief training module on historic preservation in the County, including historical themes, historic building archetypes, and key issues. HPP staff will conduct training workshops for specific audiences and mini-trainings at opportune events, such as the Historic Arlington Roundtable.

### **2.C.3 Regularly Brief Policy Makers**

Regular flow of information will allow County decision-makers to formulate and support policies and avoid a case-by-case approach.

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*Recommendation:* Brief the Planning Commission, Parks and Recreation Commission, Commission for the Arts, and County Board at least once annually, focusing on mid- and long-range issues for preservation in Arlington.

## **2.D Pursue Cultural and Heritage Tourism**

The County will expand tourist visitation by highlighting local history and local heritage resources, thereby strategically creating opportunities to pull visitors who are already coming to see the "big four" (Iwo Jima, Arlington House, Arlington National Cemetery, and the West Wall of the Pentagon) or to stay in Arlington hotels while visiting Washington, DC.

*Recommendation:* Working with HPP, the Convention and Visitors Service, and local heritage organizations, develop mapped tours and interpretive brochures.

*Recommendation:* Develop guided tours for the Civil War forts that can be provided for a fee by appointment or at set times. This action would be led by HPP and PRCR.

## **2.E Investigate Development-Related Ordinances as Preservation Tools**

For recommended approach, see 3.A.

### **2.E.1 Revise Section 31A: Historic Preservation Districts of the Zoning Ordinance**

Section 31A sets the legal parameters for the County's historic preservation regulation and oversight functions. The ordinance is in need of updating to reflect new realities and needs in historic preservation.

*Recommendation:* Retain specialized legal counsel to direct the revision process for Section 31A. Another approach with a lower cost is a County staff-led collaborative process to revise Section 31A that includes HPP, the County Attorney's Office, the HALRB, the Planning Division, and other County departments and divisions.

## **2.F Identify Significant Archaeological Sites**

Archaeology has captured increasing public attention in recent years, yet many of the County's archaeological resources are not documented.

*Recommendation:* Develop a prioritized plan for archaeological research, beginning with the listing/mapping Civil War sites, former rights-of-way, and other probable sensitive sites rich in resources.

## **2.G Seek Sustainable Funding for Historic Preservation Programming**

Financial pressures have increased for public agencies everywhere, and Arlington County is no exception. County leadership is looking at how programs can help offset their costs.

*Recommendation:* Establish a historic preservation fund or trust for the program's funds administration and to allow voluntary contributions and charitable sales of salvaged architectural items.

*Recommendation:* Establish fees for Certificates of Appropriateness and other services as authorized by state law, proceeds of which will be dedicated to historic preservation programming. Such fees cannot exceed the cost to provide the service.

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## **Goal 3: Protect Historic Neighborhoods, Corridors, Commercial Centers, and Civic Buildings**

Ultimately, the protection of historic resources is the central purpose of historic preservation. In communities where the public sentiment is strongly supportive of historic preservation, there are proactive policies, practices, and enforcement. Thoughtful and timely implementation of recommendations for Goals 1 and 2 should broaden the community's awareness of the presence of significant historic resources and the critical role they play in the character and livability of Arlington. With greater public understanding and support, it is likely that the County will see a commensurate increase in public support for enacting appropriate protections for threatened resources.

### **3.A Address Development Pressures**

Development pressures are the key threat to historic preservation in Arlington. Market demand for redevelopment, particularly for residential use, is extremely high due to the County's location at the heart of the metro region. A mix of incentives and regulations is recommended to address these demands.

#### **3.A.1 Provide Feasible Incentives**

Accommodating contemporary lifestyles within the smaller (two bedroom, one bath) units that characterize many neighborhoods of historic multiples – planned communities like Westover, for instance, can incrementally lead to loss of defining character through inappropriate additions. This issue recurs often and lends itself to cost-effective incentives. Because of the intense development pressures in the County, typical financial incentive programs for preservation —revolving loans, write down of mortgage interest, and purchase of façade easements, for example—have limited effectiveness. With land values very often outstripping the value of buildings, such incentives lose their power. However, local tax abatement, low-cost loans, and other financial programs may have applicability in some situations, and density bonuses have potential when dealing with developers.

*Recommendation:* Because any incentives adopted as part of the HRI will impact the fiscal and staffing burden of the County, conduct a fiscal impact study as part of any determination of incentives for historic preservation based on the completed HRI.

*Recommendation:* Explore the provision of local property tax abatement as an incentive to owners of locally designated historic resources. This could be linked to designated Essential or Important resources, in response to rehabilitation work, or simply made available to all designated resources.

*Recommendation:* Provide low-interest loans for renovation or maintenance work when owners of Essential and Important resources are low-income.

*Recommendation:* Through site plan review, provide density bonuses for developments that include sympathetic treatment of Essential or Important historic buildings or frontages.

*Recommendation:* Commission architectural plans for prototypical situations, such as additions to small 1930s – 1940s houses, that when used by property owners will receive expedited review by HALRB and County permitting offices.

*Recommendation:* Through development review, allow a reduced number of required parking spaces for development/redevelopment projects involving the preservation of Essential and Important resources.

#### **3.A.2 Pursue Multiple-Resource Local Historic Districts**

Designation as described in the historic district ordinance (Section 31A) is the only tool that Arlington can pursue that assures protection of historic resources. Under Virginia law, only designation under the local ordinance allows the County to regulate changes to privately owned properties, whether individual landmarks or contributing structures in

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a district. Locally designated resources in Arlington are more often single properties than multiple-property sites, but the benefits of local historic designation—increased property values and protection from inappropriate development, for example—accrue to residents more readily when a larger, multiple-property district is designated. There has been a history of resistance to local historic district designation that must be overcome before more districts can be created. These actions will be led by HPP and the HALRB.

*Recommendation:* Promote local district designations as a tool for neighborhood conservation, focusing on areas with high concentrations of “Essential” and “Important” buildings where pressures for redevelopment are emerging and where there is growing citizen interest and support.

*Recommendation:* Work with local residents towards an appropriate “neighborhood character conservation district” model for areas where historic character is tied more strongly to scale, massing, setback, materials, and the like than to architectural detail, as is the case for many historic garden apartments and planned developments. This approach would provide legal protections much like local historic districts but with a focus on different characteristics. Certificates of Appropriateness will be administratively reviewed in this new model type of historic district. This action requires revisions to Section 31A and the drafting of guidelines for each designated district.

*Recommendation:* Pursue designation for all Essential properties under the local historic district ordinance, Section 31A.

### **3.B Explore Alternative Protection Strategies**

#### **3.B.1 Create Visually Oriented Architectural Style Books and Design Books**

For recommended approach, see 1.B.6.

#### **3.B.2 Include Preservation in Area, Sector, and Neighborhood Plans**

Neighborhood, area, and sector plans are detailed documents developed with input from neighborhood residents and businesses. Neighborhood Conservation plans are accepted as the input of the neighborhoods and should build and reflect neighborhood-level support for historic preservation activities, as the recent Penrose Neighborhood Conservation Plan does. Area and sector plans, which are formally adopted by the County Board, provide historic preservation policy guidance.

*Recommendation:* Integrate preservation considerations into plans for areas with significant historic resources—either strong concentrations of ranked HRI resources or key County landmarks. Planners in the Planning Division, Neighborhood Services Division, and Department of Parks, Recreation, and Cultural Resources will work with HPP staff to accomplish this.

#### **3.B.3 Explore the Use of Zoning, Review, and Other Tools to Achieve Preservation Goals**

Zoning Ordinance amendments implemented by staff in the recent past have improved the compatibility of new development and rehabilitation in existing historic neighborhoods. Further amendments to by-right zoning regulations have the potential to encourage rehabilitation and new infill that is more sensitive to historic neighborhood character and scale. In addition, other requirements for demolition permits could provide important information to future historic preservation and history constituents.

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*Recommendation:* Continue to seek amendments to by-right zoning regulations that encourage rehabilitation and new infill development sensitive to historic neighborhood character and scale—examples include lot coverage, scale, setback, massing, and height restrictions.

*Recommendation:* Through the Planning Division, ensure that neighborhoods/areas with high concentrations of Essential and Important resources have appropriate zoning that will prevent unsympathetic density, lot coverage and scale, including building height.

*Recommendation:* Incorporate historic preservation provisions into the emerging Transfer of Development Rights program.

*Recommendation:* Require different demolition processes policies for Essential and Important resources. A 60-day waiting period on demolition permits for resources that are not locally designated will allow for investigation of alternative preservation strategies, such as County acquisition. Photography and salvage will be imposed as conditions on demolition permits for Essential and Important resources. Disposition of salvaged materials will be coordinated with HPP or a partner organization.

### **3.C Implement Public Policies for County-Owned Properties**

Under the tiered HRI, specific preservation policies will be developed for all County-owned properties designated "Essential." Potential policies might include designating Essential County-owned buildings as local landmarks or as National Register sites.

*Recommendation:* Develop a process for adaptive reuse and/or restoration in cases where the County is contemplating the purchase of Essential properties. This should be done in partnership between CPHD, PRCR, and other affected County departments, HALRB, and the Parks and Recreation Commission.

Under the HRI and the Public Spaces Master Plan, specific policies will be developed for all County-owned properties that are designated Important, Notable, or Minor.

*Recommendation:* In cases where the County is contemplating the purchase of Important, Notable, or Minor properties, develop a process for determining the primary purpose of the purchase, which could include open space, transportation, economic development, or historic preservation and interpretation. Affected County departments and commissions will develop criteria for considering potential parcels and mitigating strategies to be employed if the purchase is for purposes other than historic value.

There are several properties in County ownership now that are likely to have historic value as assigned by the HRI. Those of Essential ranking will also require attention when major changes are proposed.

*Recommendation:* Through collaboration between County HPP staff and the HALRB and other County departments and divisions, develop a process by which threats to County-owned HRI-ranked Essential resources can be identified and addressed collaboratively.

### **3.D Protect and Interpret Significant Archaeological Resources**

Wider recognition of Arlington's early past and understanding of its archaeological resources will increase as Goals 1 and 2 are advanced. The next step for the County and archaeology advocates is protection of key resources and their wider interpretation.

*Recommendation:* Develop a plan for the protection of Arlington's archaeological resources. County HPP staff and the HALRB will collaborate with archaeology advocates to accomplish this action.

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## First Steps

The timeframe and horizon envisioned in the Policy Framework is ten years. Strategies included in it represent five to ten years of effort for the County and its partner organizations. The accompanying matrix lays out a suggested timeline for completion; summarizes the cost ranges; and identifies roles and responsibilities for the strategies and action recommendations that comprise the *Implementation Framework*. Many activities in Goal 1 (Enhance Public Understanding of Arlington's History and Character) are appropriate for private nonprofit heritage and historic preservation groups to undertake, encouraged through County matching funds or purchase of their services. Goal 2 (Better Integrate Preservation Values into County Planning, Land Use, and Other Policies and Practices) and Goal 3 (Protect Historic Neighborhoods, Corridors, Commercial Centers, and Civic Buildings) will be carried out by the Historic Preservation Program or other County agencies and boards, under the leadership of the County Board.

Throughout the planning process for both the *Master Plan* and the *Implementation Framework*, the concept of a fully integrated Historic Resource Inventory was broadly supported by historic preservation advocates, private developers and real estate professionals, County staff in a variety of departments, and commission members for planning, parks and recreation, and others. The HRI and its associated policies make up the central recommendations of the plan: create a prioritized inventory of historic resources and connect it to the other systems in the County. Completing this set of recommendations will ensure that preservation can be integrated with other agencies and programs and will make the protection of historic resources a more efficient and effective process. Upon adoption of the Policy Framework, it is recommended that the highest priority, short-term action be conversion of existing data into GIS layers, and professional application of the HRI system to the sites in the historic survey.

In tandem with completion of the HRI, the creation of additional local historic districts and of neighborhood character conservation districts offer the best opportunity to preserve Arlington's most historic resources. Strong prospects for these new districts can be identified through the rankings of the HRI in conjunction with an assessment of citizen interest and support. With these foundational tools in hand, preservation in Arlington can become its most effective, and the future of its distinctive neighborhoods will be more certain.

# Implementation Matrix

Goal 1: Enhance Public Understanding of Arlington's History and Character	Year 1-2	Year 3-5	Year 6-10	Cost Range Estimate	Who Might Implement
1.A Compile the County's Historical Record					
1.A.1 Develop an Interpretive Framework based on the County's Statement of Significance		██████		\$\$\$	Consultant; HPP; Heritage Orgs
1.A.2 Engage in Focused Historical Research	██████	███		\$\$	Heritage Orgs; Expanded HPP
1.A.3 Collect and Preserve the County's Artifacts and Material Culture			██████	\$\$\$\$ - \$\$\$\$\$	Heritage Orgs; Expanded HPP
1.B Tell Arlington's Story					HPP; County Staff; Heritage Orgs; Consultant
1.B.1 Create and Support Museum Activities, Programs, and Exhibits			██████	\$\$\$\$	HALRB; HPP; Expanded HPP; County Staff
1.B.2 Create Interpretive Panels, Historic Markers, and Public Installations about Arlington History	██████	███		\$\$ - \$\$\$	Consultant; Expanded HPP; Heritage Orgs
1.B.3 Publish Popular Arlington History Guides		██████		\$\$\$	Expanded HPP; Heritage Orgs
1.B.4 Expand Use of the County's Website	██████			\$ - \$\$	Expanded HPP
1.B.5 Provide Historic Preservation Educational Programs	██████	██████		\$	Expanded HPP; Heritage Orgs
1.B.6 Create and Publish Architectural Style Books	██████			\$\$\$\$ - \$\$\$\$\$	Consultant; HALRB; Expanded HPP; Heritage Orgs
1.C Communicate the Benefits of Preservation					
1.C.1 Reframe the Message	██████			\$ - \$\$\$	HALRB; HPP; Heritage Orgs
1.C.2 Continue the Awards Program	██████			\$	HALRB; HPP
1.C.3 Publicize Rehabilitation Tax Credits	██████	██████		\$	HPP; Heritage Orgs
1.C.4 Publicize the Historic Architectural Survey	██████			\$\$	HPP
1.C.5 Actively Update the Public on the State of Historic Preservation	██████			\$	HALRB; HPP
1.C.6 Take Advantage of Opportunities for Historic Preservation Programming	██████	███		\$\$\$	Expanded HPP; Heritage Orgs
Goal 2: Better Integrate Preservation Values into County Planning, Land Use, and Other Policies and Practices	Year 1-2	Year 3-5	Year 6-10	Cost Range Estimate	Who Might Implement
2.A Set Clear Priorities: Create a County Historic Resource Inventory	██████			\$\$\$\$	Consultant; County Staff; HPP
2.B Integrate Historic Resource Inventory into Land Use Policies	██████			\$\$ - \$\$\$	County Staff; HPP
2.B.1 Use Historic Resource Inventory to Guide Stewardship Policies	██████			\$	County Staff; HPP
2.B.2 Integrate the Historic Resource Inventory with the County's Information Systems	██████			\$	County Staff; HPP
2.C Integrate Historic Preservation with Other County Policies					County Staff; Expanded HPP
2.C.1 Work Collaboratively with County Agencies	██████			\$	Expanded HPP
2.C.2 Cross-Train Line Staff	██████	██████		\$	HPP
2.C.3 Regularly Brief Policy Makers	██████			\$	HPP
2.D Pursue Cultural and Heritage Tourism		██████		\$\$\$	County Staff; HPP
2.E Investigate Development-Related Ordinances as Preservation Tools	██████			\$\$\$	County Staff; HPP; HALRB
2.E.1 Revise Section 31A: Historic Preservation Districts of the Zoning Ordinance	██████			\$\$ - \$\$\$	HALRB; County Staff; HPP; Consultant
2.F Identify Significant Archaeological Sites	██████			\$	HALRB; HPP; Heritage Orgs
2.G Seek Diversified, Sustainable Funding for Historic Preservation Programming and Partnerships	██████	██████		\$	HPP; HALRB

Goal 3: Protect Historic Neighborhoods, Corridors, Commercial Centers, and Civic Buildings	Year 1-2	Year 3-5	Year 6-10	Cost Range Estimate	Who Might Implement
3.A Address Development Pressures					
3.A.1 Provide Feasible Incentives		██████		\$\$ - \$\$\$\$\$	Expanded HPP; HALRB; Expanded HPP
3.A.2 Pursue Multiple-Resource Local Historic Districts	██████			\$\$	HPP
3.B Explore Alternative Protection Strategies					
3.B.1 Create Visually Oriented Architectural Stylebooks and Design Books				\$\$\$ - \$\$\$\$\$	
3.B.2 Include Preservation in Area, Sector, and Neighborhood Plans	██████			\$\$	HPP; County Staff
3.B.3 Explore the Use of Zoning, Review, and Other Tools to Achieve Preservation Goals		██████		\$ - \$\$	HPP; County Staff
3.C Implement Public Policies for County-Owned Properties	██████			\$	HPP; County Staff
3.D Protect and Interpret Significant Archaeological Resources	██████	██████		\$	HALRB; HPP; County Staff; Heritage Orgs

Chart Key	Symbol
<b>High:</b> reasonable potential to be more than one million dollars; likely to require outside expertise (consultants), capital planning, and construction monies or other significant financial outlay	\$\$\$\$\$
<b>Moderately High:</b> reasonable potential to be more than one hundred thousand dollars but less than one million dollars; likely to require monies for outside expertise (consultants)	\$\$\$\$
<b>Moderate:</b> reasonable potential to be more than fifty thousand but less than one hundred thousand dollars	\$\$\$
<b>Low:</b> reasonable potential to be more than twenty-five thousand but less than fifty thousand dollars	\$\$
<b>Modest:</b> reasonable potential to be less than twenty-five thousand dollars; likely to be achievable with existing or part-time additional staff	\$

Who	Symbol
County- existing staff	██████
County- expanded staff	██████
Heritage orgs	██████





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